



International
Labour
Organization

GUIDELINES TO ANALYZE THE PERFORMANCE OF NATIONAL YOUTH GUARANTEES

Preliminary Draft, 18 November 2016

PREFACE



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In 2012, over 7.5 million young Europeans (15-24) were neither in employment nor in education or training (NEETs). The deterioration of the youth labour market situation in the aftermath of the economic crisis led the European Union (EU) to the introduction of a *Youth Guarantee* to ensure that all youth less than 25 receive a good quality offer of employment, further education, apprenticeship or traineeship within four months from becoming unemployed or leaving school.¹ The rationale for placing emphasis on youth unemployment and inactivity is due to their long-lasting consequences on individuals and society (lower employment and earnings in adulthood; substance abuse; greater reliance on welfare; and involvement in crime).² They also entail substantial economic costs: across Europe, the direct losses due to the proportion of young NEETs in the population were estimated at €153 billion (or 1.2 per cent of Europe's gross domestic product in 2011).³

The establishment [of the Youth Guarantee](#) in Europe introduced a new youth employment policy framework that:

- i) targets all young people (15-24) neither in employment nor in education and training within four month from becoming unemployed or leaving school (i.e. it has universal scope);
- ii) promotes the integration of different policies, measures and services with a view to fostering coherence and coordination;
- iii) combines preventative and curative approaches, accompanied by strategies to reach out to disengaged youth facing multiple barriers; and
- iv) builds on extensive partnership among public institutions at both central and local level, and between these and the social partners, youth and civil society organizations and the private sector.⁴

All European Union countries have developed Youth Guarantee Implementation Plans (YGIPs) that outline the longer-term reforms and the early intervention, activation and labour market integration initiatives to be implemented to promote youth employment and improve the school-to-work transition. The design, implementation and results of Youth Guarantee schemes are monitored through the multilateral surveillance mechanism of the Employment Committee (EMCO) and the analysis of impact of policies in place.⁵

¹ Council Recommendation of 22 April 2013 on establishing a Youth Guarantee, (2013/C 120/1).

² McLaren, K., *Reconnecting Young People. A review of the risks, remedies and consequences of youth inactivity*, Ministry of Social Development of New Zealand, Youth Transition Report Series, 2003.

³ These costs were calculated as the sum of welfare transfers to NEETs (social assistance, unemployment, disability and sickness benefit) and the lost contribution of the individual to society (foregone earnings, unpaid taxes and social security contributions). These estimates, however, do not include indirect costs such as those stemming from ill health, poor self-esteem, loss of skills and social exclusion. See EUROFOUND, *NEETs – Young people not in employment, education or training: Characteristics, costs and policy responses in Europe*, Publications Office of the European Union, Luxembourg, 2012.

⁴ "Council Recommendation on establishing a Youth Guarantee (2013/C 120/1).¹

⁴Council Recommendation on establishing a Youth Guarantee (2013/C 120/1).

⁵ Council Recommendation on establishing a Youth Guarantee, (2013/C 120/1),

The EMCO *Indicator Framework for Monitoring the Youth Guarantee* requires Member States to collect and report upon administrative data following individual pathways. This required an adjustment of monitoring frameworks at national level and also time to roll-out a data delivery system that complied with the established guidelines.⁶

The attention placed on monitoring the delivery of Youth Guarantee offers left in abeyance the collection and analysis of data on the overall progress made in the key reforms and in the implementation of early intervention and activation strategies. The aim of these guidelines, therefore, is to provide Member States with a template framework for the collection and analysis of monitoring data on all the policy areas of the Youth Guarantee (key reforms, early intervention and activation, and labour market integration). This template uses, as far as possible, the indicators designed by the European framework for monitoring and evaluating the Youth Guarantee and provide suggestions on how to exploit existing administrative and household-based data for analyzing progress. The guidelines build on the advisory services that the ILO provided to the Governments of Latvia, Portugal and Spain as well as the technical material developed within the EC-ILO Action to enhance capacity to monitor the performance and assess the impact of Youth Guarantee schemes.

⁶ European Commission, Employment Committee, *Indicator Framework for Monitoring the Youth Guarantee*, April 2015.

2. THE EUROPEAN YOUTH GUARANTEE

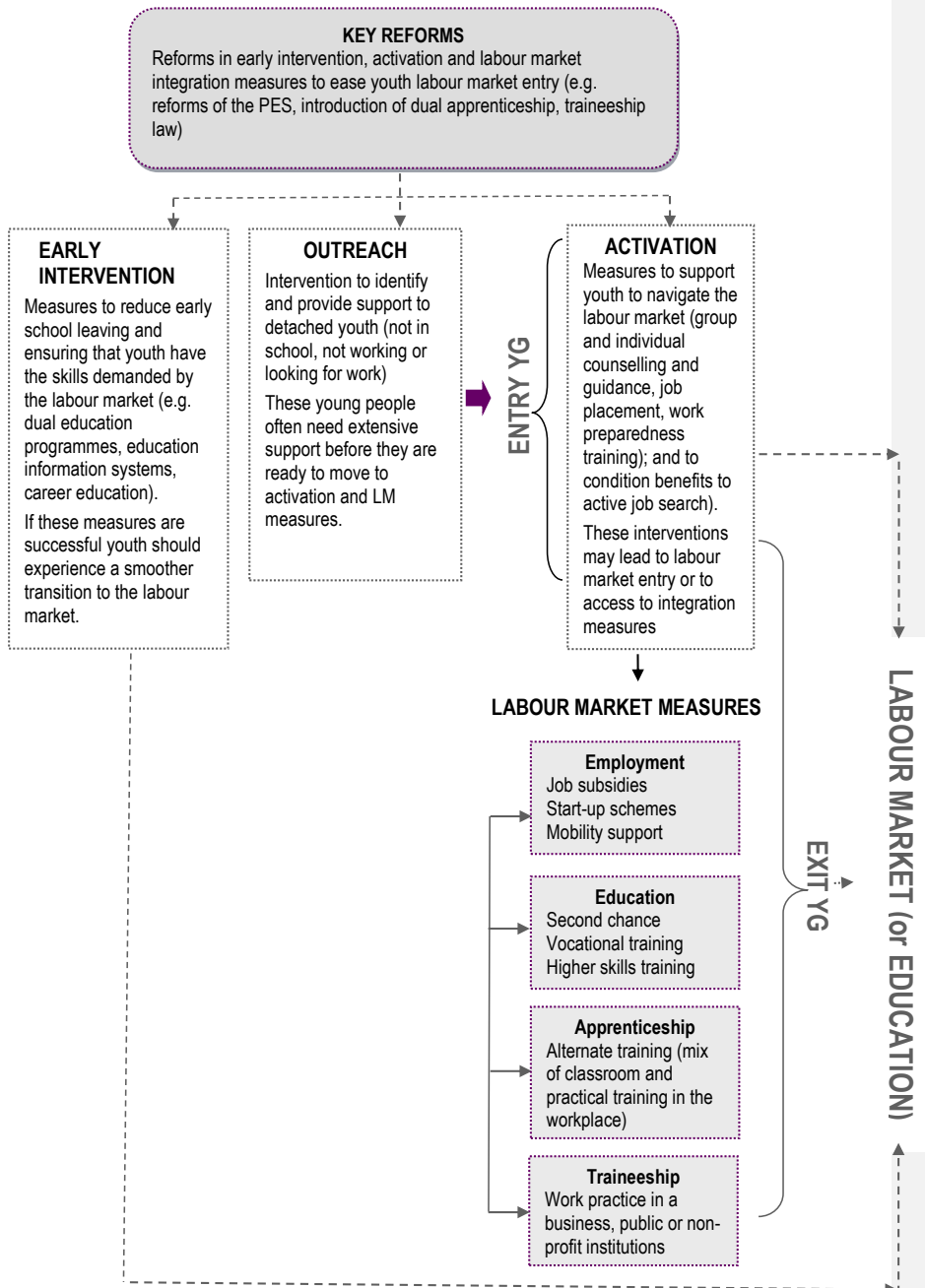
2.1. THE THREE PILLARS OF THE YOUTH GUARANTEE

For the development of Youth Guarantee Implementation Plans, the European Commission suggested that Member States outlined for each of the three policy pillars (early intervention, activation and labour market integration) the longer-term reforms and the short-term interventions to be implemented to address the situation of young NEETs at national level.

The interaction among the pillars of the Youth Guarantee is shown in Figure 1 below. At the top level there are the key reforms to be introduced or expanded to promote youth employment and improve the school-to-work transition. The second level details the specific interventions to be implemented to: i) reduce early school leaving and ensure that young people have the skills required by the labour market (early intervention), ii) re-engage inactive and detached youth (outreach); and iii) support youth people to return to education or enter the labour market. The third level comprises the quality offers of employment, further education, apprenticeship and traineeship to be provided to young people within four month from becoming unemployed or leaving school. The Figure also shows the entry point of potential young beneficiaries in the Youth Guarantee service delivery system (i.e. the moment that signals the beginning of data collection for measuring delivery indicators as envisaged by the EMCO *Indicator Framework for Monitoring the Youth Guarantee*).

In order to appraise the overall achievements of the Youth Guarantee as a novel youth employment policy framework it is necessary to collect and analyze data and information at each level and for each specific policy areas– irrespective of the source of funding used to finance the interventions (national, European or a combination of the two). In addition, since the Youth Guarantee represents only a part of the overall youth employment policy framework, the analysis should extend to all policies and interventions that Member States are already implementing to ease the transition of youth to the world of work.

FIGURE 1: THE PILLARS OF YOUTH GUARANTEE SCHEMES



The interaction across the different levels of the Youth Guarantee follows vertically the logic of a results chain, i.e. if all the measures in the early intervention policy area (or outreach, activation or labour market) are implemented as planned, this should result in the realization of the outcomes of the early intervention (outreach, activation, labour market) reforms and the higher level aims of the national youth employment policy. The horizontal logic (moving from left to right in Figure 1 above) entail that if young people remain at school and acquire qualifications that are relevant for the labour market, there should be a decreasing need for outreach activities and activation strategies. In a similar vein, if activation strategies work as planned (and provided that there is labour demand), there should be a decreasing need for labour market integration measures, as young people could enter the labour market with a minimum of support.

2.1. THE EU FRAMEWORK FOR MONITORING AND EVALUATING THE YOUTH GUARANTEE

The framework for analysing monitoring data follows the vertical and horizontal logic mentioned above, with the indicators at the lower level designed to provide information also for the upper level monitoring, and the indicators for monitoring a specific policy areas designed to provide information also for contiguous areas.

The European Union has a long-standing framework for monitoring the interventions supported by the European Social Fund (ESF) and a new one specifically designed for monitoring the Youth Guarantee.⁷

The ESF monitoring framework specifies both implementation (number of participants by type of action and number of participants who complete a supported intervention) and result indicators (participants' situation upon leaving the interventions and participants' situation after six month). This range of indicators is suitable to measure any type of interventions and can also be used –with some adaptation –to measure the implementation of public policy reforms.

The methodology developed by the Employment Committee (EMCO) to monitor the implementation and results of the Youth Guarantee (*Indicator Framework for Monitoring the Youth Guarantee*) established indicators at three levels, as follows:

⁷ The Indicator Framework for monitoring the Youth Guarantee is accessible at <http://ec.europa.eu/social/main.jsp?catId=115>, while for ESF and YEI indicators see *Monitoring and Evaluation of European Cohesion Policy European Social Fund (Programming period 2014-2020)*. The EU common indicators system is outlined in EU Regulation No 1304/2013 on the European Social Fund (December 2013), and EU Regulation No 1303/2013 laying down common provisions on the European Funds (Annex I and II).

- **Aggregate indicators**, collected annually through household-based surveys, include the NEET rate (primary

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indicator) and a number of education (early school leaving rate, proportion of youth with at least upper secondary education, proportion of individual 30-34 with tertiary education) and labour market indicators (youth employment-to-population ratio, youth unemployment rate, youth-to-adult unemployment ratio). These indicators are suitable to measure the progress made in the key reforms introduced by the Youth Guarantee scheme, but also all policies introduced and planned for the promotion of youth employment.

- **Direct monitoring indicators** focus on the delivery of the Youth Guarantee and measure the proportion of young people who are in the Youth Guarantee preparatory phase beyond the four month target, the positive and timely exit from the preparatory phase and the coverage of the Youth Guarantee scheme. This category of indicators serves to understand how the implementation of the Youth Guarantee is progressing and its coverage.
- **Follow-up monitoring indicators** focus on the status of young people after exiting the Youth Guarantee preparatory phase (at 6, 12 and 18 months), disaggregated by type of destination (employment, education/training, apprenticeship and traineeship). This category of indicators is suitable to measure the results of the labour market integration measures implemented under the Youth Guarantee.⁸

The guidelines that follow explore the minimum range of data analysis required for appraising the overall progress of national Youth Guarantee schemes (in terms of process, intermediate and final outcomes). This does not prejudice the possibility for Member States to collect and analyze other or more articulated data according to their requirements.⁹ Annex 1 provides the template of indicators for monitoring progress in all the areas of the Youth Guarantee, while Annex 2 summarizes the indicators established at EU level.

⁸ For a detailed review of the EMCO, ESF and Youth Employment Initiatives (YEI) indicators see the handout of Session 4 of the ILO training package *Monitoring performance and assessing the impact of Youth Guarantee schemes*, 2016.

⁹ Since not all the reforms and interventions implemented under the Youth Guarantee will be subject to impact evaluation, these guidelines make primarily reference to data collected by national monitoring system and other administrative and household-based data that can be easily collected.

3. COLLECTING AND ANALYZING DATA ON KEY REFORMS

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As already mentioned, for many European countries the Youth Guarantee offered the opportunity to introduce (or expand) a number of key reforms in diverse policy areas (ranging from the reform of the vocational education and training system to the reform of the structure and organization of the Public Employment Services).

- **The first step** in the analysis of the progress made in key reforms is to assign them to their relevant policy area – so as to link to it the lower level data analysis – and identify their specific objectives (to select relevant indicators, if these are not spelled out).

- **The second step** is to check whether there are indicators – among those envisaged by the national and European framework – that are suitable to measure the implementation (process indicators) and outcomes (result indicators) of the reforms (a summary of the indicators established at EU level is available in Annex 2). In most instances, the aggregate monitoring indicators established by the *Indicator Framework for Monitoring the Youth Guarantee* are suitable to verify the achievements of key reforms (policies), while “participation” and “situation of participants at follow-up” indicators can be used to appraise progress in implementation.



Example:

Take for example a reform focused on the development of a national system to reach out to young people (15-29) neither in employment nor in education and training (NEETs) and who are not registered with the Public Employment Service (PES). The objective is clearly to reduce the number of young people who are NEETs. This reform belongs to the policy area “outreach” and the most relevant indicator to measure its outcomes is the change of the NEET rate over time (from the baseline year 2013). The progress made can be assessed by matching the changes in NEET rates

Since public policy is constantly evolving, in the area of key reforms the analysis of progress should also include the policies enacted before the introduction of the Youth Guarantee and those that will follow, irrespective of whether they were or will be included in the Youth Guarantee Implementation Plan (YGIP), as the objective of analysis is to appraise the progress made by the national youth employment policy, and not just the effect of one of its segments.

Commenté [V1]: The post-it idea is nice, but not with explanation point

Commenté [MJL2]: Post it:

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against the implementation and result indicators established for the specific outreach interventions planned at the lower level (i.e. number of young NEET participants and their situation at follow-up). This exercise will not determine causality (i.e. the changes cannot be attributed to the reform alone), but it will allow appraising whether the reform is contributing to the achievement of the higher level aim (reducing the share of youth who are NEET).

The tables below provide an example of how the data in this policy area can be organized for analysis. Table 1 reports the share of young (15-29) NEETs in 2013 (baseline year) and 2015 (year of observation) as well as the number of young individuals in each sub-category. The data are extracted from the EUROSTAT database, but the national statistical institute can further disaggregate the figures of young unemployed by registration with the PES.



TABLE 1: YOUNG PEOPLE 15-29 NEITHER IN EMPLOYMENT NOR IN EDUCATION AND TRAINING, (% AND THOUSANDS), 2013-2015

	2013			2015			Difference		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Proportion of the population (percentage)									
NEET rate(15-29)	15.6	13.9	17.3	13.8	12.2	15.4	-1.8	-1.7	-1.9
Unemployed	7.6	8.3	6.9	6.4	7.4	5.3	-1.2	-0.9	-1.6
Inactive	8.0	5.6	10.4	7.4	4.8	10.1	-0.6	-0.8	-0.3
Young individuals (thousands)									
Young (15-29) NEETs	59.5	27.1	32.3	47.1	21.3	25.7	-12.4	-5.8	-6.6
Unemployed	29.0	16.2	12.9	21.8	12.9	8.8	-7.2	-3.3	-4.1
Inactive	30.5	10.9	19.4	25.3	8.4	16.8	-5.2	-2.5	-2.6

Source: EUROSTAT, *Transition from education to work statistics*

In the span of two years the situation improved substantially, with NEET rates declining (an especially as regards unemployment) for both men and women. These positive changes hold also when discounting the decline of the youth population (by 10.5 per cent in the period). Clearly there could be many reasons for the decline of NEET rates (higher economic growth and impact of public policies other than the national outreach strategy). But if the implementation

and result indicators of outreach interventions show good coverage and outcomes, it is possible to make a strong argument as to the effects that the reform is yielding.



TABLE 2: IMPLEMENTATION AND RESULT INDICATORS FOR YOUTH (15-29) PARTICIPATING TO OUTREACH ACTIVITIES, 2014-2015

	2014			2015		
	Total	Men	Women	Total	Men	Women
Participants to outreach activities (thousands)						
Unemployed (unregistered)	9.4	4.5	4.9	10.6	5.0	5.6
Inactive	12.0	5.5	6.5	13.0	6.1	6.9
Situation at 6 month follow-up (thousands)						
Registered in the YG	9.6	4.6	5.0	11.2	5.8	5.4
In education or training	1.3	0.6	0.7	1.6	0.7	0.9
Unemployed	2.8	1.5	1.3	3.1	1.6	1.5
Employed	0.2	0.2	0.0	0.4	0.3	0.1
Inactive	4.0	1.0	3.0	3.2	0.7	2.5
Unknown	9.6	4.6	5.0	11.2	5.8	5.4

Table 2 shows the data on young (15-29) participants of outreach activities in 2014 and 2015 and their situation six month after the end of the intervention. Coverage was around 36 per cent of the NEET population in 2014 and 50 per cent in 2015. The data also shows that in 2014 approximately 51.8 per cent of participants shifted their status (from NEET to education, employment or client of the Youth Guarantee service delivery system) and that this share had further increased in 2015 (to 55.9 per cent).



Example:

Spain provides an example of how policies enacted before the introduction of the Youth Guarantee contributed to the promotion of youth employment and the attainment of the higher level goals of the Youth Guarantee. The country enacted in late 2013 the Organic Law on the Improvement of the Quality of Education (LOMCE). The law included – among others – the reform of the vocational education and training (VET) system (dual VET and a new two-year vocational education cycle); the introduction of entrepreneurship education; and the reform of higher education system. The aim of the law was to reduce the high rate of early school leaving (23.6 per cent of the 18-24 population in 2013

compared to the EU average of 11.9 per cent), one of the key determinants of poor youth employment outcomes in the country. Hence, the policy area the reform belongs to is “early intervention” and the achievement of its objectives can be measured by changes in early school leaving rates, NEET rate and the share of the youth population (20- and above) over time (Table 3).



TABLE 3: MAIN YOUTH INDICATORS, 2013-2015, SPAIN

	2013			2015			Difference		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Proportion of the population (percentage)									
Early school leaving (18-24)	23.6	27.2	19.8	20.0	24.0	15.8	-3.6	-3.2	-4.0
NEET rate (15-24)	18.6	19.4	17.8	15.6	16.4	14.9	-3.0	-3.0	-2.9
Youth (20-24) with ISCED 3-8	63.8	58.4	69.4	68.5	62.4	74.6	+4.7	+4	+5.2
Young individuals (thousands)									
Early school leaving (18-24)	769.9	454.0	315.5	629.7	382.7	245.5	-140.2	-71.3	-70.0
NEET rate(15-24)	844.1	449.1	395.7	698.1	376.7	324.5	-146.0	-72.4	-71.2
Youth (20-24) with ISCED 3-8	1,525.0	706.8	818.9	1,566.8	724.7	839.9	+41.8	+17.9	+21.0

Source: EUROSTAT, *Transition from education to work statistics*

All indicators listed improved sensibly, and this remains valid also when taking into account the decline of the youth population. For example the number of young (15-24) NEETs decreased by 17.2 per cent, while the youth population declined by just 1.4 per cent. The positive developments are valid for both sexes, but young women performed better in the education indicators compared to their male peers.

Since the Spanish reform was geared at making vocational education more attractive, one would expect a change in the number of young people choosing this stream. Enrolment data for the academic year 2014 show a small increase of young students attending vocational education (about 2 per cent) while students attending general secondary education decreased.¹⁰ To establish a clearer relation between the reforms introduced and the observed changes of the aggregate indicators, it is necessary to examine administrative data and especially the number of students attending the dual VET programmes, the two-year VET cycle and entrepreneurship education (participation indicators), as well as their progression in further education or the labour market (results indicators).

¹⁰ See EUROSTAT, *Pupils enrolled by programme orientation* (online code educ_uoe_enrs05)

The same type of analysis can be done

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for all those policies (planned or under implementation) with an impact on

youth employment (both within and outside the framework of the Youth Guarantee).

Box 1 below provides additional examples of indicators that can be collected and analyzed, based on a sample of key reforms included in national Youth Guarantee Implementation Plans.



BOX 1: EXAMPLES OF INDICATORS AND DATA ANALYSIS FOR SELECTED REFORMS WITH AN IMPACT ON YOUTH EMPLOYMENT

Key reform and rationale	Policy area	Aggregate indicator	Performance indicators		Analysis
			Implementation	Results	
Introduction of career education in schools If career education is mainstreamed in the education system, there is a presumption that youth would make choices more in line with labour market demands and therefore be more employable.	Early intervention	• Employment-to-population ratio (15-29); • Employment rates of individuals (20-34) recently graduated (ISCED 3-8); • Vertical mismatch (15-29)	• Number of students participating to career education programmes (all levels)	• Proportion of youth who attended career education who are employed • Share employed in a job matched to qualifications	The three aggregate indicators need to be analyzed together. Starting from the baseline year (entry into force of the reform) one need to look at changes in youth employment (both rates and number), by levels of educational attainment (ISCED) and stream (general and vocational). If career education improved youth employability this should be reflected in an improvement of the employment rate of youth and of recent graduates. The analysis of vertical mismatch (under- and over-qualification) is also helpful in this sense. The changes observed need to be related to both the number of students attending career education and their performance in the labour market (lower level indicators).
Reform of the PES service delivery system (specialized PES youth teams) The aim of this reform is to improve the capacity of PES to provide employment services targeting youth. If the reform is having an impact, this would be reflected (over time) on youth employment indicators	Activation	• Youth unemployment ratio (15-24 and 25-29) • Employment-to-population ratio (15-24 and 25-29)	• Number of young people (15-29) assisted by youth teams • Share of youth receiving a quality offer within 4 months	• Proportion of youth assisted by youth teams who are in employment, (education, traineeship or apprenticeship)	The analysis builds on a mix of aggregate, delivery and results indicators (EMCO). The analysis requires the ability to disaggregate the progression of Youth Guarantee (YG) beneficiaries by type of service received in the preparatory phase. If the activation services provided by PES youth team are successful, this should result in a higher share of YG beneficiaries receiving an offer within 4 months and also (more broadly) in declining share of young people who are unemployed (both rates and numbers) and higher employment levels.
Introduction of a national traineeship scheme The rationale of this reform is to provide young people with a period of learning and work experience in a real work setting. If the scheme works, it should result in higher youth employment and lower unemployment	Labour market	• Youth unemployment ratio (15-24 and 25-29) • Employment-to-population ratio (15-24 and 25-29) • Vertical mismatch (15-29)	• Number of young people (15-29) participating to the traineeship scheme	• Proportion of youth who attended the traineeship and are employed • Share of youth employed in a job matched to their qualifications	The analysis follow the pattern outlined above, where the changes observed over time in employment and unemployment (both rates and numbers) are related to the number of youth attending the traineeship and, more importantly, to the proportion of youth finding a job at the end of the scheme. Changes in skills matching can also provide useful insights on whether the traineeship is helping young people to find better jobs.

As already mentioned, this type of analysis is not aimed at establishing causality. Rather, it serves as a tool to link together very diverse policy interventions in a unique framework that uses existing indicators to harvest information for analysis.

When analyzing the data of aggregate indicators, it is always better to work with numbers of young individuals – as well as rates – as this allows: i) taking into account the effect of increases/decreases of the youth population; ii) grasping the scope of the policy under consideration; and iii) linking the number of participants to the various interventions under one pillar to changes in the aggregate figures. For example, when considering a reform to reduce early school leaving, it is worth thinking also in terms of total number of students attending lower secondary education (which will be affected by the reform). Compared to other types of reforms, policy interventions on the education and training system have a much wider scope and are more likely to have an effect on aggregate indicators.

The analysis of monitoring data should start with a review of all policies and reforms undertaken in each of the area of the YG (early intervention, activation and labour market integration) in the reporting period and their key objectives. This is followed by the analysis of the data of the selected aggregate indicators over time, supported by the figures of implementation and result indicators (as shown in Tables 1 and 2 above).

Commenté [MJL3]: I have highlighted these sentences because they look like guidelines to me, but I am not sure

Commenté [V4]: Yes, these are guidelines

Commenté [MJL5]: I have highlighted these sentences because they look like guidelines to me, but I am not sure

4. COLLECTING AND ANALYZING DATA ON EARLY INTERVENTION

15

In the domain of youth employment there are two policy areas where early intervention approaches are considered instrumental to the achievement of public policy objectives: active labour market policies (ALMPs) and education and training policy. In the design of active labour market policies, early intervention aims at preventing long-term unemployment and the problems associated with it. The Youth Guarantee – by requiring Member States to assist young people to enter the labour market or return to education and training within four months – has made early intervention the core principle for the design and implementation of youth employment policies. Compliance with this principle is monitored through the *Indicator Framework for Monitoring the Youth Guarantee* and specifically with the indicator “Proportion of young people in the YG service beyond the 4 month target”.

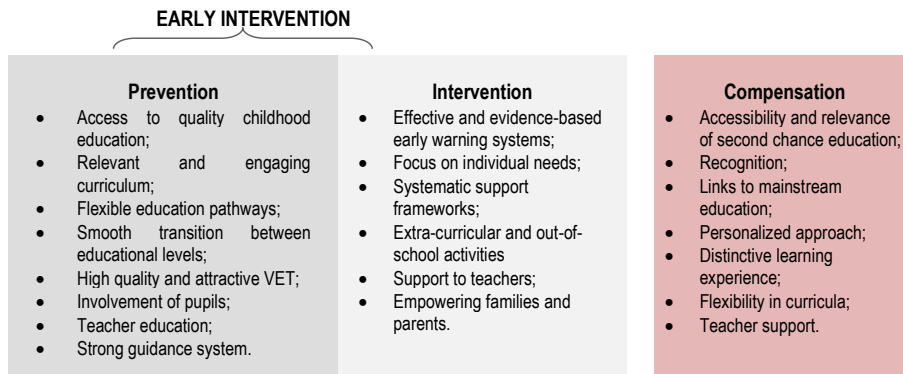
The other policy area where early intervention plays an important role is education and training. Since 1990s early intervention started to comprise a wide array of education services and programmes designed to mitigate the factors that place student at risk of poor school outcomes. Early interventions has significant benefits in a number of domains, including academic achievement; behavioural and emotional competencies; educational progression and attainment; and – foremost – labour market outcomes (employment and earnings). Today early intervention is understood to encompass system-level education reforms combined with specific interventions to reduce school failure and early school leaving (ESL).¹¹ Figure 2 below shows the three pillars of comprehensive strategies to reduce early school leaving as set forth by the Council Recommendation of 2011 on the subject.¹²

¹¹ European Commission, *Reducing early school leaving: Key messages and policy support*. Final Report of the Thematic Working Group on Early School Leaving, 2013. For a complete synopsis of recent country practices on early school leaving see European Commission/EACEA/Eurydice/Cedefop, *Tackling Early Leaving from Education and Training in Europe: Strategies, Policies and Measures*. Eurydice and Cedefop Report, Luxembourg, 2014.

¹² Six European countries have adopted comprehensive strategies for tackling early school leaving – Belgium (Flemish Community), Bulgaria, Spain, Malta, the Netherlands and Austria. The Netherlands and Spain introduced these strategies in the mid-2000s, while in the other countries the timeframe of adoption of these strategies coincide with the Youth Guarantee.



FIGURE 2: KEY FEATURES OF COMPREHENSIVE STRATEGIES TO REDUCE EARLY SCHOOL LEAVING



Source: Council Recommendation of 28 June 2011 on policies to reduce early school leaving, OJC 191, 2011; European Commission, *Reducing early school leaving: Key messages and policy support*. Final Report of the Thematic Working Group on Early School Leaving, 2013.

Comprehensive policies to reduce early school leaving encompass measures that affect the entire school system (increasing the length of compulsory education; reforming early track selection; and changing content and structure of teaching); interventions to identify and support students at risk (early warning system, students' register, compensation classes, peer assistance); and compensation schemes (second chance schemes) to enable young people who left school without gaining a qualification to return to the formal education and training system.

A wide array of prevention and intervention measures are included in national Youth Guarantee schemes, with the aim of minimizing – for students still at school – the factors known to lead to unemployment and inactivity later in life.

- **The first step** in the analysis of the progress made in early intervention under Youth Guarantee schemes is to identify the objectives of each measure and the indicators – among those envisaged by the national and European framework – that are most suitable to measure implementation (process indicators)

and outcomes (result indicators).

Systemic early intervention actions – i.e. those affecting the school system as a whole and involve all students – **can be monitored through the educational attainment and employment aggregate indicators** (Indicator Framework for Monitoring the Youth

Compensatory schemes (e.g. second chance programmes) are encompassed under the category “labour market integration measures” and will be examined in chapter 7 of these guidelines.¹³

¹³ See also ILO, *The Youth Guarantee in Europe: Early intervention and activation strategies*, ILO Geneva (forthcoming).

Commenté [MJL6]: In every chapter, the reader is presented with the indicators that need to be collected, I have highlighted those sentences.

Guarantee), *whilst specific early intervention measures targeting students at risks can be monitored through a combination of aggregate, implementation and progression indicators*. The success of a change of school curricula, for example, (typically introduced to improve the skills young people acquire at school and their relevance for the labour market) can be monitored through the share of young people that complete the relevant level of education, vertical and horizontal skills matching and employment to population ratio. If these indicators show an improvement over time (and since these changes affect all the student population), it can be argued that the change in school curricula is achieving the intended results.



Example:

The Austrian Youth Coaching programme, for example, is an early intervention measure aimed at keeping disadvantaged youth (individuals with a migrant background or living in households at risk of poverty and social exclusion) in the education and training system and to help reintegrating those who are NEET. At the aggregate level, the following indicators can be used to measure progress (Table 4 shows the data for the period 2013-2015).

- i) **Proportion of early school leavers (18-24):** Changes in this indicator will serve to measure the attainment of the key objective of the programme, namely to keep young people at school until they achieve a qualification. The disaggregation of this indicator by individual characteristics – such as migrant background, living in a jobless household and disability – will also allow to measure coverage, when combined with participation and progression indicators (see below).
- ii) **NEET rate:** This indicator will measure the progress made in the achievement of the second key objectives, namely to reduce the share of young people who end up neither in employment, nor in education and training. Again, if the indicator is disaggregated by individual characteristics, it can be linked to participation and progression indicators to get the extent of coverage.
- iii) **Share of youth 20-24 achieving ISCED 3 and above and share of youth 20-29 with low educational attainment:** These indicators are complementary to the early school leaving rate. If early school leaving among youth with a disadvantaged background is reduced, we should be able to observe (over time) an improvement of the educational attainment level for this group of young people with a concurrent decrease of the proportion of low-skilled youth.



TABLE 4: MAIN YOUTH INDICATORS, 2013-2015, AUSTRIA

	2013	2015	Difference
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Guidelines to analyze the performance of national Youth Guarantees

	Total	Men	Women	Total	Men	Women	Total	Men	Women
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Proportion of the population (percentage)									
Early school leaving (18-24)	7.5	7.9	7.1	7.3	7.8	6.8	-0.2	-0.1	-0.3
NEET rate (15-24)	7.3	7.2	7.4	7.5	7.7	7.3	+0.2	+0.5	-0.1
Youth (20-24) with ISCED 3-8	87.2	87.1	87.3	88.7	88.0	89.4	+1.5	+0.9	+2.1
Youth (20-29) with ISCED 2	11.9	11.6	12.2	10.1	10.3	9.8	-1.8	-1.3	-2.4
Young individuals (thousands)									
Early school leaving (18-24)	52.3	27.2	25.0	51.3	27.3	24.0	-1.0	+0.1	-1.0
NEET rate(15-24)	71.6	35.3	36.3	73.0	37.6	35.4	+1.4	+2.3	-0.9
Youth (20-24) with ISCED 3-8	454.1	226.4	227.7	469.6	233.8	235.8	+15.5	+7.4	+8.1
Youth (20-29) with ISCED 2	127.1	62.0	65.1	110.7	56.8	53.3	-16.4	-5.2	-11.8

Source: EUROSTAT, *Transition from education to work statistics*

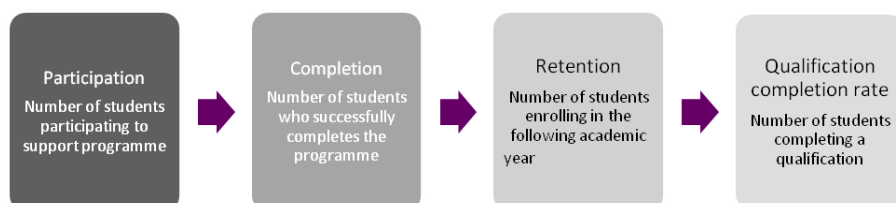
Table 4 shows a slight decline in early school-leaving rates (as expected), more pronounced among young women compared to their male peers and an improvement of the educational attainment of the youth population. However, the NEET rates show an increase in the period 2013-2015 and especially among young men. This is due to an increasingly proportion of young men becoming unemployed, while the share of unemployed women remained stable. This situation would need to be further explored to understand the unexpected increase in young men's unemployment (also in light of the decline of the male population). Young people who are inactive, not in school and not searching for a job, conversely, declined slightly.

At the individual level, progression indicators can be used to measure changes in performance of students at risk. These indicators are usually developed to fit the specific form the programme takes for each student. For example, if the risk the student is facing is repeated truancy, the progression indicator is designed to measure the change in truancy occurrences and repetition during and after the support programme. Since not all early intervention measures build-in progression indicators, for the purposes of understanding how these interventions are affecting young people's performance, it is possible to use standard education indicators applied to youth exposed to early intervention programmes, as shown in Figure 2 below.



FIGURE 3: INDICATORS TO TRACK PROGRESSION OF STUDENTS AT RISK OF EARLY SCHOOL LEAVING

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Source: Adapted from Government of New Zealand, Educational Performance Indicators: Definitions and Methodology, Version 8, downloadable at <https://www.tec.govt.nz/Documents/Forms%20Templates%20and%20Guides/Educational-Performance-Indicators-Definitions-and-methodology-Version-8-October-2014.pdf>

The above mentioned indicators track at-risk students from participation in the early intervention scheme until the achievement of a recognized qualification. Often, there are also indicators aimed at tracking the performance of at-risk students once they enter in the labour market (activity, employment, unemployment). The link with the changes in the aggregate indicators of Table 3 above is made by examining the number of at-risk students covered by early intervention measures. For example, if the Youth Coaching programme involves around 1,500 students at risk every year and of these approximately 1,000 students progress to the following academic year, it can be reasonably stated that this programme is contributing to the reduction of early school leaving (which show a reduction of the number of early school leavers of about 1,000 units over two years).



The same type of analysis can be done for all those early intervention measures (planned or under implementation) that are expected to have an effect on the probability of students to remain at school and complete their education (both within and outside the framework of the Youth Guarantee).

Box 2 below provides additional examples of indicators that can be collected and analyzed, based on a sample of early intervention measures included in national Youth Guarantee Implementation Plans.

BOX 2: EXAMPLES OF INDICATORS AND DATA ANALYSIS FOR SELECTED EARLY INTERVENTION MEASURES

Measure and rationale	Policy area	Aggregate indicator	Performance indicators		Analysis
			Implementation	Results	
Early warning system If mechanisms exist to detect students at risk and help them to improve school performance (support programmes), this should result over time in declining rates of early school leaving and an improvement of educational attainment and employment among young people	Early intervention	• Early school leaving rate (18-24); • Share of youth (20-24) with ISCED 3-8; • Share of youth (20-29) with ISCED 2 • Employment-to-population ratio (15-29);	• Number of students at-risk participating to support programmes	• Proportion of at-risk youth who attended support programme and that complete a recognized qualification • Share of young participants who are employed after leaving the education system	The three aggregate indicators on education need to be analyzed together. Starting from the baseline year (year of establishment/strengthening of early warning mechanisms) one should look at changes in early school leaving and educational attainment (both rates and numbers to take account of demographic factors). If early warning improved youth qualifications – and education is positively related to labour market performance – this should be reflected in an improvement of the employment rate of youth. The changes observed need to be related to both the number of at risk students attending support programmes and achieving a recognized qualification and the number of those who are employed at the end of their education career. Normally early warning mechanisms are complemented by tracking systems that follow each and every student in their education progression and also in the labour market.
Expansion of dual apprenticeship programmes There is ample evidence suggesting that apprenticeship eases the transition of youth to the world of work. An expansion of apprenticeship, therefore, should result in: (i) more students attending this stream and gaining a qualification required by the labour market; and (ii) better youth employment outcomes.	Early intervention	• Youth unemployment ratio (15-24 and 25-29) • Employment-to-population ratio (15-24 and 25-29)	• Number of young people (15-29) attending apprenticeship • Share of youth completing the apprenticeship programme	• Proportion of youth with an apprenticeship qualification who are employed (by type of job) • Length of transition from school to work	The analysis builds on a mix of aggregate and performance indicators. The changes observed over time in employment and unemployment (both rates and numbers) are related to the number of youth attending apprenticeship programmes and, more importantly, to the proportion of youth finding a job at the end of the scheme. The quality of the jobs (permanent contract, with earnings aligned to national average) is also an important indicator to appraise whether apprenticeship increases the probability of getting a "good" job. The final indicator that may be considered is the length of transition to work for apprentices compared to students attending other education streams.
Mentoring, tutoring and coaching The rationale of this type of intervention is to support youth at risk to complete education. If this type of assistance works, it should result in lower early school leaving rates, increased educational attainment and (in future) higher employment	Early intervention	• Early school leaving rate (18-24); • Share of youth (20-24) with ISCED 3-8; • Share of youth (20-29) with ISCED 2 • Employment-to-population ratio (15-29)	• Number of young people (15-29) receiving mentoring, tutoring and coaching	• Proportion of at-risk participants who complete a recognized qualification • Share of participants employed after leaving school	The analysis follow the pattern outlined above, where changes in the aggregate indicators are related to the number of young people who receive the service and complete their qualification. The final result that is expected by this type of services is that young people are employed (or at least in the labour market).

5. COLLECTING AND ANALYZING DATA ON OUTREACH MEASURES

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Although there is no acknowledged definition of “outreach”, the term is mostly used when referring to the identification and engagement of young people who are not in school, not working or looking for work (i.e. they are detached from the labour market and the education and training system) and are not registered for support with any public service providers. The Council's Recommendation specifically calls upon Member States to develop effective outreach strategies targeting inactive youth and youth not registered with the Public Employment Service (PES), with a particular focus on young people facing multiple barriers (social exclusion, poverty or discrimination).

The Youth Guarantee Preparatory Action supported the piloting of a number of approaches to identify and reach out to young people neither in employment, education and training.¹⁴ The aim was to draw lessons from practices that proved effective in reaching out to young NEETs for dissemination and scaling up. These pilot projects largely reflect European Member States' outreach strategies and centred on: i) cross-reviews of databases to identify at-risk youth (piloted in Spain, United Kingdom and Ireland); ii) using local partners, such as youth, non-governmental and other community-based organisations (piloted in different areas of Spain); and iii) employing ‘street counsellors’ to engage with at-risk youth (piloted in Spain and Ireland).

In the context of the Youth Guarantee, outreach activities encompass:

- information campaigns and awareness raising to attract young people towards available services;
- interventions to identify, contact and engage inactive or disengaged youth; and
- individualized support services delivered in proximity (e.g. in local



The lack of a clear approach to attract inactive youth towards the support made available by national Youth Guarantee schemes is one of the recurrent observations of the EU Commission on the implementation at national level.

i

¹⁴ European Commission, *Piloting Youth Guarantee partnerships on the ground. Case study: Effective outreach strategies to identify and reach out to NEETs*, Brussels 2015.

¹⁵ See also ILO, *The Youth Guarantee in Europe: Outreach strategies targeting young people neither in employment, education or training*, ILO Geneva (forthcoming).

communities, schools, malls, public events, one-stop-shops or mobile settings).¹⁵

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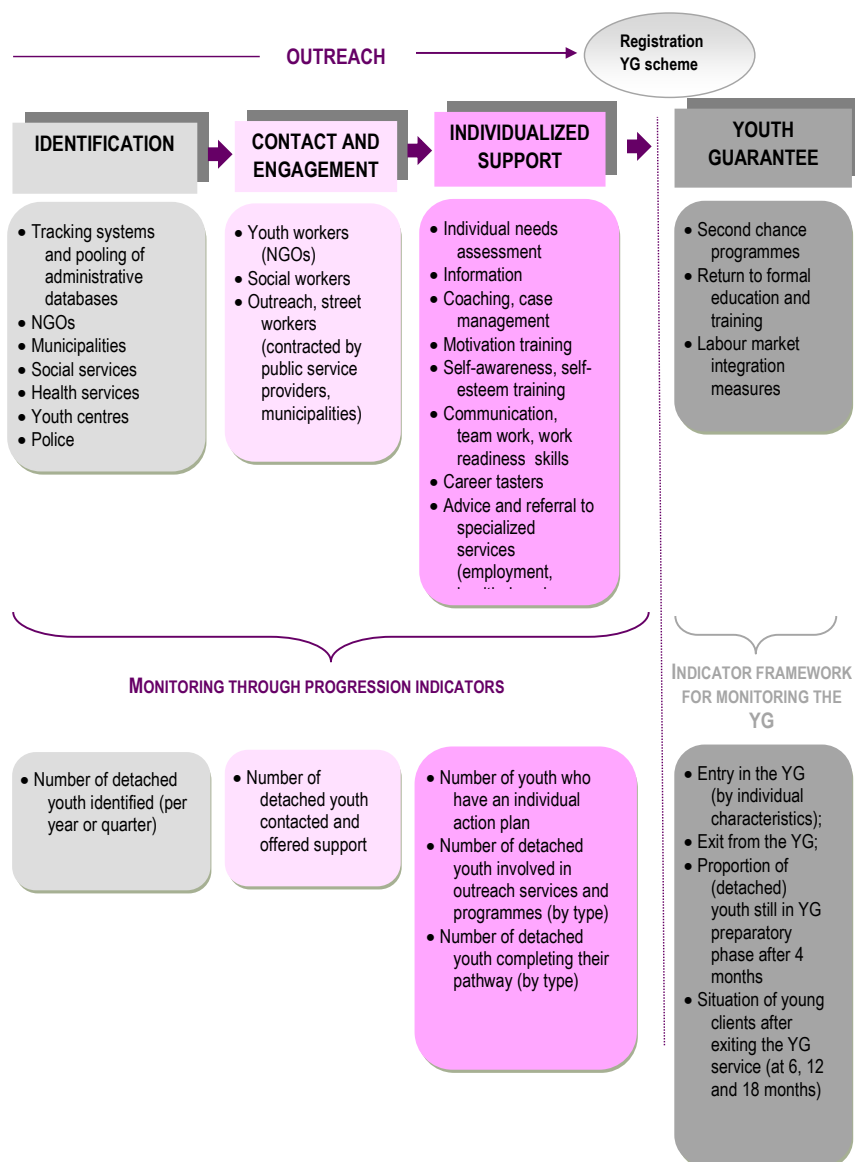
- **The first step** to analyze the progress made in outreach is to identify its expected outcomes and the indicators – among those envisaged by the national and European framework – that are most suitable to measure performance.

As regards Youth Guarantee schemes, one of the expected results of outreach is the registration of disengaged youth in the Youth Guarantee service system. *Outreach approaches, therefore, should be monitored through a combination of: i) implementation and result indicators (to measure individual performance); ii) direct and follow-up monitoring indicators (to measure whether outreach is resulting in YG registration); and iii) aggregate indicators (final outcomes of outreach activities).*¹⁶ *It is also possible to construct progression indicators* (similar to those used for early intervention measures) *that* – once combined with EMCO direct and follow-up indicators – *provide the possibility of tracking young people from initial contact to participation into labour market integration programmes and beyond* (see Figure 3 outlining the delivery of outreach activities).

¹⁶ The latter two set of indicators are those *Indicator Framework for Monitoring the Youth Guarantee*.



FIGURE 4: PROGRESSION INDICATORS TO MONITORING OUTREACH ACTIVITIES





Example:

In Bulgaria, for example, peer-to-peer approaches are being used to reach out to inactive young people aged 15 to 29 within the national Youth Guarantee scheme. The objective is to motivate detached youth to register in the labour office, or return to the education and training system. Approximately 100 youth mediators were hired by the PES to work in municipalities with high shares of inactive youth. The mediators act as a bridge between the young people and authorities and conduct outreach and street work. The role of mediators is to identify and contact detached youth, establish a trust relation and develop with them an individualized support plan to return to education or enter into the labour market. Progression indicators in this instance would work well, also to document the rate of success of contact and engagement activities.

Over time, the success of outreach activities can also be appraised by combining progression and aggregate indicators. Much will depend on the scope of the outreach activities implemented, as often these activities are resource-intensive, of long duration and can reach only a small fraction of detached youth (i.e. they have low coverage).

The NEET rate is the indicator that can best measure the aggregate results of outreach activities, but only when it is disaggregated by labour market status (unemployed and inactive youth) and by registration with the PES (this disaggregation is to be required to the national statistical institute). An example of how this can be done is illustrated in Table 5 below, reporting the Labour Force Survey figures of 2013 (baseline) and 2015 (year of observation) for Bulgaria.



TABLE 5: YOUTH (15-29) NEITHER IN EMPLOYMENT, NOR IN EDUCATION OR TRAINING, 2013-2015, BULGARIA

	2013			2015			Difference		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Young individuals (percentage)									
NEET rate(15-24)	25.7	23.8	27.8	22.2	19.8	24.7	-3.5	-4.0	-3.1
Inactive	16.5	13.1	20.2	16.1	12.7	19.7	-0.4	-0.4	-0.5
Unemployed	9.2	10.7	7.6	6.1	7.1	5.1	-3.1	-3.6	-2.5
Young individuals (thousands)									
NEET rate(15-24)	324.2	154.4	170.4	263.9	121.0	142.7	-60.3	-33.4	-27.7
Inactive	208.2	85.0	123.2	191.4	77.6	113.8	-16.8	-7.4	-9.4
Unemployed	116.1	69.4	46.7	72.5	43.2	29.3	-43.6	-26.2	-17.4

Source: EUROSTAT, *Transition from education to work statistics*

The Table above shows that some inroads were made in fighting inactivity (the rates of inactive NEETs declined by 0.4 percentage points), but better results were achieved in terms of reducing youth unemployment. These figures however, need also to take into account the decline of the youth population in the period under consideration (by 5.8 per cent or by 73,000 individuals). What can be done at this point is to look at the number of inactive youth who were contacted by the PES mediators and those for whom an individual action plan was developed in the reference period to approximate coverage (i.e. the share of inactive youth with action plan over total number of inactive youth detected by the household-based surveys). For example, if the PES mediators on average help 10,000 youth every year this represents a coverage of around 5 per cent of the inactive non-student youth population.



The same type of analysis shown above can be used for most outreach activities.

Box 3 below provides additional examples of indicators that can be collected and analyzed, based on a sample of outreach activities included in national Youth Guarantee Implementation Plans.



BOX 3: EXAMPLES OF INDICATORS AND DATA ANALYSIS FOR SELECTED OUTREACH MEASURES

Measure and rationale	Policy area	Aggregate indicator	Performance indicators				Analysis	
			Implementation		Results			
Tracking system to identify detached youth These systems are usually based on the exchange of data across public institutions (education, PES, social security) or on the work of non-governmental organizations in local communities. The objective is to identify detached youth and bring them towards available services. This work should result in higher shares of youth	Outreach	rate (15-29) disaggregated by labour market status;	NEET	- of detached youth identified; - of detached youth referred to individualized support	Number	- of youth entering the YG service - of detached youth exiting the YG service within 4 months - of youth after exiting the YG (at 6, 12 and 18 months)	Number	The immediate objective of outreach activities is support detached youth access services programme available in YG scheme. The indicators that are not revealing either progression indicators follow detached youth from initial contact to entry in YG scheme, the combination implementation (number youth identified) result indicators (number detached youth registering

registering in the YG and (over time) also declining rates of inactive (non-student) youth.

Information and awareness-

Outreach • rate (15-29) disaggregated by labour market status;

NEET • of youth (15-29) informed about available YG services (approximate)

Number • of youth entering the YG service

Number
Number

the YG), benchmark of aggregate indicators (NEET rate) against performance indicators useful to various coverage, only if activities have large scope and sustained over time. The analysis of these indicators needs to focus on progression of detached youth through the various steps outreach (identification, contact, engagement, individualized support; entry into and service system (direct follow-up monitoring indicators).

The analysis builds on inflows of

**raising
ampaign**

These activities usually complement other strategies to reach out to detach youth (like street work or peer support or mentoring). When this is the case, it is better to collect and analyze data on the identification process (i.e. the number of youth identify as in need of support), rather than on the effect of information campaigns (also due to the difficulties to collect reliable data).

**Peer-to-peer
support**

The rationale of this type of intervention is to support

Outreach

- rate (15-29) disaggregated by labour market status;

NEET

- of detached youth identified;
- of detached youth provided peer-to-peer assistance

Number

- of detached youth exiting the YG service within 4 months
- of youth after exiting the YG (at 6, 12 and 18 months)

Number

- of youth entering the YG service
- of detached youth exiting the YG service within 4 months
- of youth after exiting the YG (at 6, 12 and 18 months)

Situation

Number

Number

Situation

time detached youth into YG ser system. information and awaren campaigns really reach detached youth, should resu increasing numbers youth registering the YG approaching partner providers support). information campaigns sustained o time, they contribute the achievement the final air reducing share of yo who detached.

The anal follow pattern outlined ab where chan in YG infl

detached youth to access YG services and programmes. The expected outcome, therefore, is registration in the YG, while over time these services should result in a decline of NEET rates.

are related to the number of detached youth who identified themselves as needing peer support to access available services. The final result is expected to be a decline in the share of young people who are inactive and not in school.

6. COLLECTING AND ANALYZING DATA ON ACTIVATION

Activation approaches are grounded on the interactions among the unemployment and social insurance systems, active labour market policies and benefit conditionality. Their aim is to bring long-term unemployed and inactive individuals into the labour supply and counteract the potentially negative effects of benefits on work incentives by conditioning benefit receipt on active job search and participation in active labour market measures. The key features of activation strategies is the mandatory requirement on unemployed individuals to attend counselling sessions, actively search for jobs, accept offers of suitable work and participate to training or job-creation programmes. These requirements are mirrored by the obligation of the Public Employment Services to provide unemployed individuals with effective employment services and labour market integration measures (*mutual obligation*).¹⁷

The “traditional” target groups for activation programmes are recipients of income-replacement benefits which are conditional on availability for work. Non-compliance with the requirement of active job search triggers sanctioning (the progressive decrease or suspension of the benefit payment). As there is evidence that activation programmes have a positive impact on employment outcomes, these strategies have been extended to other groups of unemployed (lone-parents, disability and social assistance beneficiaries, but also young unemployed), but with mixed results.¹⁸

Activation strategies targeting youth typically include a wide spectrum of interventions, namely:

- **Job-search assistance:** most countries follow a practice of intensive mandatory interviews between the jobseeker and an employment advisor. Young people are also required to report regularly on their job-search effort, while the PES provides referral to vacant jobs.
- **Individual action plan:** This plan – agreed by the employment advisor and the young unemployed – determines the activities that will be implemented to help the young

¹⁷ Martin J. P., *Activation and Active Labour Market Policies in OECD Countries: Stylized Facts and Evidence on their Effectiveness*, IZA Policy Paper No. 84, June 2014; Immervoll H. Scarpetta S., *Activation and employment support policies in OECD countries. An overview of current approaches*, IZA Journal of Labor Policy, 2012

¹⁸ Access for young people to unemployment benefits is very limited in most EU countries, both with respect to insurance and assistance benefits Austria, Estonia, Finland, Germany, Hungary, Ireland, Netherlands, Spain, and the United Kingdom have unemployment assistance for individuals ineligible for the unemployment benefit.

person find work, including applications to vacancies, support in the improvement of *curriculum vitae* and participation in training programmes.

- **Monitoring and sanctioning:** These are key policy tools that allow the PES to check (and potentially react on) compliance with the obligations of activation strategies. Such obligations can, for example, be defined in terms of accepting suitable job offers, participating in offered active labour market policy schemes, sending out a specific number of applications, or being attending meetings with the employment advisor. Non-compliance may result in a sanction (reduction or withdrawn of welfare benefits). The strictness of sanctions varies. Some countries cut the unemployment benefits completely for a specified period of time, and others only reduce it.
- **Referral to active labour market programmes:** Referral may trigger after a period of ineffective job search or on the basis of the result of screening/profiling approaches geared to determine the level of labour market risk faced by the unemployed individual.¹⁹

The majority of Member States envisage under the “activation” pillar of the YG the strengthening of job search assistance and counselling and guidance services, as well as the introduction or fine-tuning of profiling systems and individual action planning (for example Bulgaria and Poland). Some countries are establishing – within the existing PES structure – specialized youth counselling teams, while others are strengthening cooperation with private employment agencies. Activation rules (job search monitoring and sanctioning) are included in the Youth Guarantee Implementation Plans of Belgium, Ireland and Germany.²⁰

Within Youth Guarantee schemes, activation strategies are part of the preparatory phase, which is the period that lasts from registration in the Youth Guarantee scheme to the date of taking up an offer (see Figure 1). This is to say that job search assistance, individual action planning, job search monitoring and sanctioning are instrumental to the delivery of a quality offer of employment, further education, traineeship or apprenticeship within the established timeframe of four months.

The success of activation measures, therefore, can be measured by a combination of implementation indicators (participation to a specific activation service) and the inflow and outflow indicators established by EMCO (especially timely exit from the Youth Guarantee preparatory phase and situation at follow-up). If activation strategies are working as expected, this should also result – over time – in an increase of the share of youth exiting the

¹⁹ In the Youth Guarantee this referral is done towards measures to support labour market integration.

²⁰ See also ILO, *The Youth Guarantee in Europe: Early intervention and activation strategies*, ILO Geneva (forthcoming).

Youth Guarantee preparatory phase in a timely fashion and (at the aggregate level) in declining youth unemployment and inactivity as well as increasing employment.



Example:

In Latvia, for instance, all young NEETs who registered in the Youth Guarantee system in 2014 received job search support, and nearly nine out of ten received also vocational guidance (100 and 87 per cent, respectively). In the same year, young people who exited the Youth Guarantee preparatory phase with an offer of employment represented 43.8 per cent of all exits (which amounts to approximately 11,400 youth), but only 9 per cent of these offers were subsidized. One could argue that the intensive job search and vocational guidance support provided to young people when registering in the Youth Guarantee – accompanied by increasing labour demand – accelerated the transition of young NEETs to employment (see Table 6). This statement could be confirmed by the analysis of changes in aggregated indicators (see Table 7).



TABLE 6: YOUTH (15-29) IN THE YOUTH GUARANTEE SERVICE SYSTEM BY ACTIVATION SERVICE RECEIVED, LATVIA 2014

2014					
Young people 15-29					
Activation measures		YG total entrants	YG total exits	Exit into employment	Of which subsidized employment
Job search support	31,900	31,903	26,014	11,392	1,011
Vocational guidance	27,750				



TABLE 7: YOUTH (15-29) LABOUR MARKET TRENDS, 2013-2014, LATVIA

	2013			2014			Difference		
	Total	Men	Women	Total	Men	Women	Total	Men	Women
Percentage									
NEET rate	15.6	13.9	17.3	15.2	12.6	17.9	-0.4	-1.3	+0.6
Youth unemployment rate	16.3	16.4	16.3	14.3	13.9	14.9	-2.0	-2.5	-1.4
Youth unemployment ratio	9.3	10.1	8.6	8.4	8.9	7.8	-0.9	-1.2	0.8
Youth employment ratio	47.8	51.3	44.2	50.3	55.2	45.1	+2.5	+3.9	+0.9
Thousands of youth									
NEETs	59.5	27.1	32.3	54.0	22.8	31.1	-5.5	-4.3	-1.2
Total youth unemployment	35.8	19.7	16.1	30.0	16.2	13.7	-5.8	-3.5	-2.4
Total youth employment	182.7	100.1	82.6	178.8	100.3	78.4	-3.9	+0.2	-4.2

Source: EUROSTAT, Labour Force Survey, annual data 2013-2014

Table 7 above shows the NEET rate declined slightly in 2013-14, but this is prevalently a male phenomenon (young men saw an improvement of unemployment and inactivity, while for young women inactivity increased). Overall the number of young NEETs declined by 9.2 per cent (whereas the youth population declined by 6.8 per cent). If one looks only at rates, there is a marked improvement in the position of young people in Latvia (both for men and for women, even though the improvement is more pronounced for young men). The total number of young unemployed decreased, but so did the number of youth with a job. This discrepancy is due, on the one hand to demographic factors (declining youth population) and on the other to declining labour force participation (especially among young women). As both employment and unemployment are lagging indicators (i.e. they react to changes in economic growth and labour demand with around one year delay), it can be argued that the results of activation measures are not yet observable. This needs to be confirmed through follow-up indicators (situation of young people at 12 months after exiting the YG).



The same type of analysis can be done on all the activation measures implemented within the YG scheme.

Interventions more broadly aimed at upgrading the PES service delivery system (for example changes in structure and organization) constitute a policy reform and should be analyzed using the indicators outlined in paragraph chapter 3 of these Guidelines.

Box 4 below provides additional examples of indicators that can be collected and analyzed, based on a sample of activation measures included in

Guidelines to analyze the performance of national Youth Guarantees

national Youth Guarantee Implementation Plans.



BOX 4: EXAMPLES OF INDICATORS AND DATA ANALYSIS FOR SELECTED ACTIVATION MEASURES

Measure and rationale	Policy area	Aggregate indicator	Performance indicators		Analysis
			Implementation	Results	
Individualized employment counselling and job search assistance Evidence shows the positive effect that job search assistance has on employment and earnings probabilities of young jobseekers. This means that improving the effectiveness of these services is likely to result in higher transition rates to employment, at least for those young people that are more labour market ready.	Activation	- employment-to-population ratio - unemployment rate and ratio - rate (15-29) disaggregated by labour market status.	of young people receiving individualized employment counselling and job search assistance	- of youth exiting the YG preparatory phase within 4 months (by destination) - of youth after exiting the YG (at 6, 12 and 18 months)	The analysis of performance indicators needs to focus on the relation between participation in activation services, e.g. from the Youth Guarantee preparatory phase and transition to employment (or another YG destination). activation works that should be observable through increasing share of YG beneficiaries receiving a offer within months and higher share of youth who are employment (or education) thereafter. Attention needs also

Job search monitoring and sanctioning
Job search monitoring and sanctioning aim at increasing the transition rate from unemployment to employment

Activation

- employment-to-population ratio
- unemployment rate and ratio
- rate (15-29) disaggregated by labour market status

Youth
Youth
NEET

- of youth exposed to mutual obligation approaches

Number

- of youth exiting the YG service within 4 months (by destination)
- of youth after exiting the YG (at 6, 12 and 18 months)
- of jobs young beneficiary have at follow-up (vertical matching, job security, earnings)

Number
Situation
Quality

be paid to the quality of the offer made to young participants and this will influence the sustainability of the final destination. Over time, the provision of quality counselling and guidance should contribute to changes in aggregate labour market indicators. has to be noted, however, that these services will work better when labour demand is relatively strong. The analysis follows the pattern outlined above, but with more attention paid to the quality of jobs young participants get. This is particularly the case for sanctioning

and their application over time should be observable through aggregate labour market indicators. Sanctioning has come under close scrutiny for individuals who are detached (who tend to withdraw rather than to enter the labour market) and for the quality of career opportunities (precarious and low-wage jobs).

Specialized youth service

Activation • employment-to-population ratio

Youth • of youth receiving specialized services

Number • of youth exiting the YG service within 4 months(by destination)

Number • The scope of these services is to steer

that may push young people who are distant from the labour market accept local skilled and low-paid jobs. The quality of employment indicators can build on vertical matching, labour market security, earnings and social protection entitlements. Over time, it is expected that these services (and especially job search monitoring) will contribute to a change in aggregate labour market indicators (especially employment) with due consideration given to the strength of labour demand. The scope of these services is to steer

line

Here, the PES put at disposition of young clients specialized staff that delivers the whole spectrum of employment services (job search assistance, motivation training, individual employment planning, training in core employability skills and so on) on a case management basis. The rationale is to provide quality services to help youth transit from unemployment to employment.

- unemployment rate and ratio
- rate (15-29) disaggregated by labour market status;

Youth
NEET

- of youth after exiting the YG (at 6, 12 and 18 months)

Situation resources towards young people, as they face additional barriers in the labour market compared to adults. The tracking of participants through the YG experience allows detecting whether these services are contributing to accelerate the transition to quality off (exit from the YG) and employment, further education, apprenticeship or traineeship. Over time this should contribute to changes in aggregate labour market indicators (provided that there is labour demand).

7. COLLECTING AND ANALYZING DATA ON LABOUR MARKET INTEGRATION MEASURES

The labour market integration measures envisaged by the Youth Guarantee centre on offering low-skilled youth and early school leavers the possibility to re-enter education; boosting youth skills and competencies to service labour demand needs; using targeted and well-designed wage and recruitment subsidies to smooth the transition to work; and making available more enterprise start-up services.²¹

In Youth Guarantee Implementation Plans, the measures to support the integration of young NEETs in the labour market – the third and final level of intervention as shown in Figure 1 – are grouped according to four possible destinations, namely: i) employment; ii) further education; iii) apprenticeship and iv) traineeship. As there are large differences in the design and targeting of labour market integration measures across Member States, the paragraphs that follows offer some suggestions on a minimum range of monitoring indicators to be collected and analyzed on the programmes included under each destination (building on those that need to be collected for reporting under the Youth Guarantee and the ESF/YEI supported interventions). Each Member State, however, should develop its own monitoring framework, with specific indicators set on the basis of the objectives of the labour market integration measures included in the Implementation Plan.²²

- As already mentioned for the other pillars of the Youth Guarantee, **the first step** in the analysis of the progress made in labour market integration measures is to identify the objectives of each programme and the indicators – among those envisaged by the national and European framework – that are most suitable to measure implementation (process indicators) and outcomes (result indicators). **Broadly**

²¹ European Commission, *The Youth Guarantee and Youth Employment Initiative three years on*, Strasbourg, 2016.

²² The technical brief *The Youth Guarantee in Europe: Labour market integration measures* (ILO Geneva forthcoming) reviews the key design features of those youth employment programmes that produced positive labour market outcomes in the last twenty years, with a view to benchmark the labour market integration measures implemented within national Youth Guarantee schemes.

! The last paragraph section of this chapter also offers some insights on how to analyze the inflow and outflow data that is generated by the EMCO indicator framework.

speaking, the indicators to be taken into consideration relate to: i) participation to and completion of each specific measure (combination of EMCO and ESF/YEI for monitoring implementation at the individual level); *ii) situation of participants at follow up* (combination of EMCO, ESF/YEI and quality indicators to appraise the results achieved by each specific measures); *and iii) aggregate education and labour market indicators* (EMCO aggregate indicators to appraise the cumulative contribution of integration measures).

7.1. MEASURES TO SUPPORT THE TRANSITION TO EMPLOYMENT

The measures included in the “employment” destination of Youth Guarantee schemes include hiring subsidies; self-employment schemes and start-up incentives; as well as public works.

The indicators that are typically used to monitor the performance of these programmes are those related to participation to the programme and labour market situation of participants at follow-up (modelled on the ESF/YEI indicators). Young beneficiaries who exit from the Youth Guarantee preparatory phase (i.e. those who take up a subsidized offer of employment or self-employment) become “participants” and their situation after participation to the programme is monitored at regular intervals. *In order to appraise the overall performance of the measure, however, it is also necessary to verify the quality of the outcomes of young beneficiaries. The performance of these programmes, over time, can also be appraised by looking at changes in aggregate indicators.* This exercise does not establish causality between the programme and the changes in aggregate indicators, but serves to get an idea of whether the programme is contributing to the achievement of the higher-level outcomes of the Youth Guarantee.



Example:

In Portugal, for example, the programme *Reembolso da taxa social única* has the objective to reduce employers' costs for the hiring of young unemployed. To analyze how this programme is performing, the inflow/outflow indicators of the (EMCO) monitoring indicator framework are combined with implementation and results indicators.

Table 8a reports the direct monitoring data (stemming from the EMCO indicator framework) of the Portuguese Youth Guarantee scheme in 2014. The figures show that only 12.5 per cent of all exits in employment were subsidized (which argues in favour of the activation approaches implemented by the PES). The reimbursement of the social security contribution programme covers the majority of Youth Guarantee beneficiaries who received a subsidized offer of employment.

Table 8b show the definition of the implementation and result indicators to be screened and provides some suggestions on how to analyze them. The indicator "number of young people participating to the measure" is derived from administrative sources (the PES database) and should tally with the number of young people who exited the Youth Guarantee preparatory phase with an offer to participate to the specific programme.



TABLE 8A: YOUTH GUARANTEE PORTUGAL: DIRECT MONITORING INDICATORS 2014

Youth Guarantee direct monitoring indicators 2014				
YG total entrants	YG total exist	Exit in employment	Of which subsidized	Of which exit to "Reembolso da taxa social única"
Number of youth 15-29				
335,151	223,623	94,098	11,798	9,295
Percentage				
...	66.7	42.0	12.5	78.8



TABLE 8B: PROGRAMME REEMBOLSO DA TAXA SOCIAL ÚNICA, YOUTH GUARANTEE PORTUGAL 2014

Reembolso da taxa social única		
Performance indicators		Analysis
Implementation	Results	
- Number of young people participating to the measure (annually) - Number of young participants completing the programme	- Situation of young participants at 6, 12 and 18 months; - Share of participants who at follow-up are in wage employment (of which share employed by the firm that received the subsidy) - Share of youth holding a quality job (permanent/temporary; full-time/part-time; earnings in line with national average; entitlement to social protection; vertically matched).	The analysis starts by checking the consistency between the Youth Guarantee outflow figures and the data on programme participants. The indicator relating to completion of the programme provides indication on the difficulties of young people to integrate in the work environment. If participation and completion diverge substantially, there is a need to intervene (it may be a problem of matching between individuals and enterprises or a problem of enterprise screening). The analysis then moves to the quantitative results of the programme, i.e. the share of beneficiaries who are in wage employment after the end of the programme (for hiring subsidies programme's end is the date when the additional obligations imposed on the employers cease). These types of programmes usually yield rates ranging between 60 and 80 per cent with a tendency to decline over time. The shares of young people who are employed by the same firm that received the subsidy allow determining whether the job is sustainable (or whether hiring incentives are effective only for the duration of the subsidy). The final step of the analysis looks at the quality of jobs that participants get. Quality indicators need to include type of contract (full or part-time, temporary or permanent); wage levels (in line with the average at national level); social security entitlements and the matching between qualifications and job tasks.²⁵

²³ For a discussion of job quality indicators see ILO, "Good quality" offers of employment, continued education, apprenticeship and traineeship in the Youth Guarantee, ILO Geneva, forthcoming.



This type of analysis needs to be carried out for every programme that is included in “employment” destination. The summing up of all the results of employment and self-employment programmes included in the “employment” destination will allow making some judgement on their likely contribution to changes in aggregate labour market indicators (employment to population ratio; youth unemployment rate; youth unemployment ratio, youth-to-adult unemployment ratio and NEET rate).²⁴

Box 5 below provides additional examples of indicators that can be collected and analyzed, based on a sample of employment programmes included in national Youth Guarantee Implementation Plans.

²⁴ The casual impact of these programmes can only be determined by a counterfactual evaluation



BOX 5: EXAMPLES OF INDICATORS AND DATA ANALYSIS FOR SELECTED EMPLOYMENT MEASURES

Measure and rationale	Performance indicators		Analysis
	Implementation	Results	
Business start-up programme These programmes typically include counselling, guidance and training (including the assessment of entrepreneurship potential and support in business planning); start-up incentives (in the form of non-refundable grants, loan programmes and/or fiscal incentives); coaching and other business services during the first phases of the business start-up. It has to be noted, however, that only a small share of the unemployed normally take up self-employment programmes (2-3 per cent).	• umber of young people participating to the programme • umber of young participants completing a business plan	• ituation of young participants at 6, 12 and 18 months; • hare of participants who are in self-employment at follow-up • hare of youth in quality self-employment (registration, earnings in line with national average; business prospects; compliance with national social protection legislation).	The analysis of performance starts by screening the quantitative results of the programme, i.e. the share of beneficiaries who are still in self-employment, especially in the medium term. These types of programmes usually yield high rates of return in the short term, which decline as time goes on. An additional indicator that may be considered is the additional employment generated by participants in the start-up programme. The quality of outcomes of business start-up programmes are typically measures in terms of compliance of the supported business with national legislation (registration, payment of social protection and tax dues), as well as average earnings of beneficiaries compared to the national average.²⁵
Recruitment voucher for youth Recruitment vouchers are a form of hiring subsidy aimed at providing a financial incentive for firms to recruit unemployed youth who are provided with the voucher. The difference with a standard recruitment subsidy is that the enterprise is not screened by the PES and it is the unemployed youth that present the voucher to a firm with a job vacancy. This is why the screening of job quality at follow up becomes more important.	• umber of young people receiving the voucher • umber of young people using the voucher with a hiring enterprise	• ituation of young participants at 6, 12 and 18 months; • hare of participants who at follow-up are in wage employment (and share employed by the firm that received the voucher) • hare of youth holding a quality job (permanent/temporary; full-time/part-time; earnings in line with national average; entitlement to social protection; vertically matched).	The analysis of performance starts by screening the quantitative results of the programme, i.e. the share of beneficiaries who are in wage employed at follow up (against the number of young people who received the voucher) and share of youth still employed by the firm that received the voucher. Quality indicators need to include type of contract young workers have (full or part-time, temporary or permanent); wage levels (in line with the average at national level); social security entitlements and the matching between qualifications and job tasks.

²⁵ See ILO, "Good quality" offers of employment, continued education, apprenticeship and traineeship in the Youth Guarantee, ILO Geneva, forthcoming.

7.2. Further education (and training) measures

The measures included in the “further education (and training)” destination of Youth Guarantee schemes include very diverse programmes, ranging from second chance education to vocational training that combine theoretical learning and work-based practice to training in high-tech occupations. What all these programmes have in common is that they strive to provide young people with a higher level qualification, which in turn should increase their probability of finding employment. The multiple objectives underpinning the design of education and training interventions are reflected in the range of indicators that are analyzed to judge their overall performance.

Implementation indicators look at participation and completion (with this latter becoming important to appraise the retention capacity of the education or training programme), **while result indicators comprise** –aside the labour market situation at the end of programme – **also indicators to measure the additional qualification attained by participants. When looking at the situation of young participants at follow up, it is also important to include indicators that are able to measure the quality of the education and training experience for participants** (for example vertical skills matching and employment and earning levels).²⁷

As for other labour market integration measures, the cumulative effect of education and training programmes should, over time, be observable also through changes in aggregate indicators, related to both the labour market (NEET rates, employment and unemployment) **and educational attainment** (especially share of youth with ISCED 3-8, share of youth with ISCED 0-2).



Example:

The Youth Guarantee scheme in Latvia, for example, offer young people the opportunity to participate to continuous vocational education programmes (leading to Level 6 qualification) as well as to vocational advancement programmes (leading to a Level 5 qualification). The objective of both programmes is to increase the qualification of participants, considered instrumental to get better employment opportunities. Table 9a reports the direct monitoring data (EMCO indicator framework) of the Latvian Youth Guarantee scheme in 2014, while Table 9b shows the definition of the implementation and result indicators to be screened and provides some suggestions on how to analyze them. The indicator “number of youth participating to the measure” is derived from administrative sources and should tally with the number of young people who exited the Youth Guarantee preparatory phase with an offer to participate to the vocational training programme under analysis.

! According to the European Commission's guidance, an education or training programme that does not lead to a recognised qualification does not constitute a quality offer.²⁶

²⁶ See European Commission, *Frequently asked questions about the Youth Guarantee*, April 2015 and ILO, “Good quality” offers of employment, continued education, apprenticeship and traineeship in the Youth Guarantee, ILO Geneva, forthcoming.

²⁷ See, ILO “Good quality” offers of employment, continued education, apprenticeship and traineeship in the Youth Guarantee, op.cit.



TABLE 9A: YOUTH GUARANTEE LATVIA: DIRECT MONITORING INDICATORS 2014

Youth Guarantee direct monitoring indicators 2014				
YG total entrants (15-29)	YG total exist	Exit in education	Of which subsidized	Of which exit into "Continuous vocational training"
Number of youth 15-29				
31,903	26,014	1,559	1,526	(number)
Percentage				
...	81.5	6.0	97.9	



TABLE 9B: PROGRAMME CONTINUOUS VOCATIONAL TRAINING, YOUTH GUARANTEE

Continuous vocational training				
Performance indicators				Analysis
Implementation		Results		
				
	Number	• of participants achieving a Level 6 qualification;	Number	The analysis starts by checking the consistency between the Youth Guarantee outflow figures and the data on participants. The indicator relating to completion provides indications on the extent of dropout. If participation and completion diverge substantially, there is a need to understand how to improve retention in
• of young people participating to the programme (annually)	Number	• of young participants at 6, 12 and 18 months (employment, education, apprenticeship, traineeship)	Situation	
		For those in employment :	Share of	
• of young participants completing the programme		• youth holding a quality job (permanent/temporary; full-time/part-time; earnings in line with national average; entitlement to social protection; vertically matched).		

the course.

The analysis then moves to the quantitative results of the programme, namely (i) the share of beneficiaries who achieved a Level 6 qualification; and (ii) situation of participants at follow-up.

For those young people who are employed at follow-up it is necessary also to analyze the quality of jobs, and especially vertical skills matching, contract type and level of earnings.

The labour market returns of vocational training programmes

depends from a number of factors, such as the occupation of choice, the blending of theoretical and practical training and strength of labour demand. To appraise whether the programme is yielding the expected results, one could look at the performance of similar programmes provided in the past (or for another target group).



Again, this type of analysis needs to be done for all the programmes grouped under the “education and training” destination.

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Box 6 below offers additional examples of indicators that can be collected and analyzed, based on a sample of education and training measures included in national Youth Guarantee Implementation Plans.



BOX 6: EXAMPLES OF INDICATORS AND DATA ANALYSIS FOR SELECTED EDUCATION AND TRAINING MEASURES

Measure and rationale	Performance indicators		Analysis
	Implementation	Results	
Second chance programme These programmes are aimed at providing youth who missed out on their education with an opportunity to achieve a qualification to enter the labour market or progress to further education and training.	• of young people participating to the programme (annually)	Number • of participants achieving a recognized qualification;	Number Situation Share of The analysis starts by looking at dropout and completion rates (as these programmes are usually long and retention may be a problem). If the programme has wide scope, it may be worthwhile to check coverage against the number of youth with less than lower secondary education achievement. The main objective of these schemes is to provide young people with an educational qualification that gives access to the labour market (and here employment
	Number • of young participants completing the programme	• of young participants at 6, 12 and 18 months (employment, education, apprenticeship, traineeship) For those in employment : • youth holding a quality job	

indicators come into play) or to further education (enrolment in higher-level courses). If the relation between educational attainment and employment outcomes is valid, then attaining a recognised educational qualification should lead to more employment opportunities. For those young people who are employed at follow-up it is necessary also to analyze the quality of jobs, and especially vertical skills matching, contract type and level of earnings.

Initial vocational training programmes These programmes typically target low skilled youth and aim at providing them with the vocational skills required to perform the tasks of a job. As they are usually integral part of the	• of young people participating to the programme (annually) • of young participants completing the programme	Number	• of participants achieving a Level 3 vocational qualification;	Number	The analysis of indicators follows the same pattern outlined above (i.e. participation, completion, achievement of qualification and situation at follow-up). As already mentioned, the labour market returns of these programmes can be
		Number	• of young participants at 6, 12 and 18 months (employment, education, apprenticeship, traineeship) For those in employment : • youth holding a quality job	Situation Share of	

national education and training system, they also provide access to higher level education and training courses.

benchmarked against similar programmes to understand their effectiveness.

7.3. APPRENTICESHIP SCHEMES

Apprenticeship programmes are forms of vocational education and training that combine and alternate periods of theoretical classroom learning and practical training at a workplace, leading to a formal qualification recognised in the labour market. Training periods may be carried out on-the job or at a school or training centre, depending on the design of the programme and the needs of enterprises. In some cases emphasis is placed on school learning, while in others work experience predominates.²⁸ This definition is broader than the one used by the European Commission in the scope of the *European Alliance for Apprenticeships* and is used to capture the multiple approaches that Member States use to offer young people a combination of training and work experience. These approaches often include programmes provided within the formal education and training system (mainly targeting students and school-aged youth) as well as schemes organized as part of Active Labour Market Policies (ALMPs), targeting young people neither in employment, education or training (NEETs).²⁹

The inclusion of apprentice-based programmes as part of the offers to be provided to young beneficiaries of national Youth Guarantee schemes is due to the effectiveness of these interventions in providing young people with skills relevant for the labour market; improving the transition from school-to-work; and matching of skills and jobs.³⁰ What distinguishes an apprenticeship from a vocational training programme that alternates theoretical classroom learning and practical training at a workplace is the existence of an apprenticeship agreement (a legally binding contract), which specifies the learning and training content; conditions of work (apprenticeship wage, hours of work, social security entitlements) and type and level of the qualifications to be gained. If the programme offered under the Youth Guarantee does not fulfil these requirements, it has to be included in the “further education and training” destination, rather than under “apprenticeship”.

For monitoring purposes, the indicators used to measure the performance of apprenticeship are similar to those used for further education and training. Implementation indicators look at participation and completion (with this latter becoming important to appraise the retention capacity of the apprenticeship programme), while result indicators comprise –aside the labour market situation at the end of

²⁸ See *Key elements of quality apprenticeship*, G20 Task Force on Education and Skills, September 2012, downloadable at http://www.ilo.org/wcmsp5/groups/public/-ed_emp/-ifp_skills/documents/publication/wcms_218209.pdf.

²⁹ The European Commission, in the scope of the *European Alliance for Apprenticeship*, defines apprenticeship as “...those forms of Initial Vocational Education and Training (IVET) that formally combine and alternate company-based training (periods of practical work experience at a workplace) with school-based education (periods of theoretical/practical education followed in a school or training centre), and whose successful completion leads to nationally recognised IVET certification degrees”. European Commission, *Frequently-asked questions about the Youth Guarantee*, April 2015. See also European Commission, *Apprenticeship supply in the Member States of the European Union. Final Report*, 2012 available at <http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=6633&visible=1>

³⁰ See Council Declaration “European Alliance for Apprenticeships”, October 2013, downloadable at http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lsa/139011.pdf

³¹ See, ILO “Good quality” offers of employment, continued education, apprenticeship and traineeship in the Youth Guarantee, op.cit.

Commenté [V7]: To make the text uniform, we would need to repeat the indicators

Commenté [MJL8]: In this case I only highlighted this sentence because it indicates that it is necessary to use the same indicators as explained in the previous section. Or is it necessary to highlight all the indicators again?

programme – also indicators to measure the qualifications attained by participants. When looking at the situation of young participants at follow up, it is also important to include indicators that are able to measure the quality of the apprenticeship experience for participants (for example vertical skills matching and employment and earning levels).³¹

Guidelines to analyze the performance of national Youth Guarantees

As for other labour market integration measures, the cumulative effect of apprenticeship programmes should, over time, be observable also through changes in aggregate indicators, related to both the attainment. This, however, depends on the scope of apprenticeship schemes (i.e. the number of young people who gain an apprenticeship place).



Example:

The Portuguese Youth Guarantee scheme, for example, offer young people the possibility to participate to apprenticeship courses organized by the Public Employment Service. This apprenticeship course leads to a Level 4 qualification that can be used to find an entry-level job position or access further education and training courses (Level 5). Table 10a reports the direct monitoring data (EMCO indicator framework) of the Portuguese Youth Guarantee scheme in 2014, while Table 10b shows the definition of the implementation and result indicators to be screened and provides some suggestions on how to analyze them. The indicator “number of youth participating to the measure” is derived from administrative sources and should tally with the number of young people who exited the Youth Guarantee preparatory phase with an offer to participate to the apprenticeship programme under analysis.



The analysis needs to be carried out for all the schemes grouped under the “apprenticeship” destination (for example a country may offer both dual apprenticeship as part of the formal education system and apprenticeship-like programmes organized as part of ALMPs). The indicators to measure the performance of apprenticeship programmes, however, are always the same (i.e. participation, completion, qualification achieved and situation at follow-up), irrespective of how they are organized.



TABLE 10A: YOUTH GUARANTEE PORTUGAL: DIRECT MONITORING INDICATORS 2014

Youth Guarantee direct monitoring indicators 2014				
YG total entrants (15-29)	YG total exist	Exit in apprenticeship	Of which subsidized	Of which exit into "Cursos de Aprendizagem"
Number of youth 15-29				
335,151	223,623	11,537	11,537	11,537
Percentage				
...	81.5	5.1	100.0	100.0



TABLE 10B: PROGRAMME APRENDIZAGEM, YOUTH GUARANTEE PORTUGAL 2014

Continuous vocational training			
Performance indicators			Analysis
Implementation		Results	
Number	of young people participating to the apprenticeship programme (annually)	of participants achieving a Level 4 qualification;	The analysis starts by checking the consistency between the Youth Guarantee outflow figures and the data on participants to the apprenticeship course. The indicator relating to completion provides indications on the extent of dropout. If participation and completion diverge substantially, there is a need to understand how to
Number	of young participants completing the apprenticeship	of young participants at 6, 12 and 18 months (employment, education, apprenticeship, traineeship)	
	For those in employment : Share of youth holding a quality job (permanent/temporary; full-time/part-time; earnings in line with national average; entitlement to social protection; vertically matched).		

improve retention.

The analysis then moves to the quantitative results of the programme, namely (i) the share of beneficiaries who achieved a Level 4 qualification; and (ii) situation of participants at follow-up. In the example of Portugal, the follow-up results collected at the six month interval show that roughly 73.3 per cent of beneficiaries were still in apprenticeship (as the programme is of 3,700 hours); 3.1 per cent were employed and 5.1 per cent had returned to unemployment

or inactivity.
For those young people who are employed at follow-up it is necessary also to analyze the quality of jobs, and especially vertical skills matching (to ensure that the skills young people acquire in apprenticeship courses match the tasks of the job they find), contract type and level of earnings.

7.4. TRAINEESHIP PROGRAMMES

The practice of traineeship is relatively new and has gained importance as a means to provide young people with workplace-based experience – highly valued by employers – and therefore, ease the school-to-work transition.³²

The 2014 Council *Recommendation on a Quality Framework for Traineeships* highlights two broad quality issues affecting traineeship schemes, namely lack of solid learning content, with trainees asked to simply do menial tasks; and poor working conditions (long hours, lack of social security coverage, health and safety risks, little or no compensation and long duration). The Recommendation addresses these concerns by setting forth a number of minimum quality criteria (on learning content, duration and conditions of work) that Member States should comply with to ensure that traineeship schemes increase youth employability.³³

The measures included in the “traineeship” destination of Youth Guarantee schemes typically include those periods of learning and work experience organized as part of ALMPs and transnational traineeships. Traineeships that are an optional or compulsory part of academic and/or vocational curricula and mandatory professional training are excluded.

Since the main objective of traineeships is to provide young people with a period of work experience to ease their transition to employment, **the indicators to measure performance look at participation and completion** (implementation) **and labour market situation of young participants at follow up** (results). **When screening result indicators, it is also important to include indicators that measure the relevance of the traineeship experience** (for example, share of participants recruited by the enterprise/organization that offered the traineeship, vertical skills matching, type of contract and earning levels).

Likewise other labour market integration measures, the cumulative effect of traineeship schemes should, over time, be observable also through changes in labour market indicators (NEET rates, employment and unemployment).



Example:

The Portuguese Youth Guarantee scheme, for example, offer young people the possibility to participate to diverse types of internship (in private enterprises, in public institutions at central and local level, as well as in international organizations and enterprises abroad). Table 11a reports the direct monitoring data (EMCO indicator framework) of the Portuguese Youth Guarantee

³² Rosas G., “In search of benchmarks for quality internships”, in United Nations Department of Economic and Social Affairs (UNDESA), *World Youth Report: Civic engagement*, New York, 2016.

³³ See Council Recommendation for a Quality Framework for Traineeships, March 2014, downloadable at http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/en/lsa/141424.pdf

scheme in 2014 and the figures related to the traineeship organized by the PES in private enterprises (*Estágios Emprego*). Table 11b shows the definition of the implementation and result indicators to be screened and provides some suggestions on how to analyze them.



The analysis needs to be carried out on all the programmes that are grouped under the “traineeship” destination, even though the indicators’ definition is always the same – irrespective of how and where they are organized.



TABLE 11A: YOUTH GUARANTEE PORTUGAL: DIRECT MONITORING INDICATORS 2014

Youth Guarantee direct monitoring indicators 2014				
YG total entrants (15-29)	YG total exist	Exit in traineeship	Of which subsidized	Of which exit into "Estágios Emprego"
Number of youth 15-29				
335,151	223,623	29,469	29,469	28,357
Percentage				
...	81.5	13.2	100.0	96.2



TABLE 11B: PROGRAMME ESTÁGIOS EMPREGO, YOUTH GUARANTEE PORTUGAL 2014

Continuous vocational training			
Performance indicators			Analysis
Implementation		Results	
Number	of young people participating to the traineeship programme (annually)	of young participants at 6, 12 and 18 months (employment, education, apprenticeship, traineeship)	The analysis starts by checking the consistency between the Youth Guarantee outflow figures and the data on participants to the traineeship scheme. The indicator relating to completion helps to appraise the capacity of the scheme to retain participants. If completion figures are low, this may indicate that the traineeships provided are
Number	of young participants completing the traineeship	For those in employment : - participants employed by the enterprise that provided the traineeship; Share of - youth holding a quality job (permanent/temporary; full-time/part-time; earnings in line with national average; entitlement to social protection; vertically matched). Share of	

of poor quality
(in terms of
learning
and/or
working
conditions).

The analysis
then moves to
the
quantitative
results of the
programme
and especially
to the share
of young
participants
who are
working at the
end of the
programme
(as this is the
expected
outcome of
traineeship
programmes).
This figure is
further
disaggregated
by
participants
working in the
same
enterprise
that offered
the
traineeship
(as
traineeship
schemes are
often used by
enterprises as

a screening toll for the recruitment of new workers). This step may be skipped if the traineeship is organized in public institutions (at central and local level) or in community-based organizations, as these organizations often have not the resources to recruit additional workers.

For those young people who are employed at follow-up it is necessary also to analyze the quality of jobs, and especially vertical skills matching (to ensure that the experience young people acquire during

a traineeship
match the
type of jobs
they find),
contract type
and level of
earnings.

7.5. ANALYSIS OF INFLOW AND OUTFLOW DATA STEMMING FROM THE INDICATOR FRAMEWORK FOR MONITORING THE YOUTH GUARANTEE (EMCO)

As mentioned in paragraph 2.2, the methodology developed by the Employment Committee (EMCO) to monitor the Youth Guarantee established three sets of indicators: i) aggregate indicators (to monitor indirectly the effect of the Youth Guarantee at national level); ii) direct monitoring indicators (to measure the delivery of the Youth Guarantee through inflows and outflows as well as coverage) and iii) follow-up indicators (to measure the results of the measures implemented).

In order to ensure data consistency and ease reporting of direct and follow-up indicators, the European Commission provided Member States with **a data reporting template in MS Excel** that automatically calculates main and supplementary indicators on the basis of the figures entered in pre-labelled calculation sheets (entrants, stocks, exits and follow-up by type of offer).³⁵



This template can become a very useful tool, when used regularly to check the progress made by the national Youth Guarantee scheme.

Box 7 below provides some insights on how to analyze the data that are entered in the various parts of the template.

¹ See Annex 1 for a list of the main and supplementary indicators specified by the EMCO indicator framework.



BOX 7: INFLOW AND OUTFLOW DATA OF THE EMCO MONITORING TEMPLATE

Template sheet	Disaggregation	Data analysis
“Entrants” This section of the template reports the overall number of young people who enter (inflow) in the Youth Guarantee scheme (i.e. all those young people who have contacted a Youth Guarantee provider, have been assessed as eligible and have their personal information recorded).	(15-19; 20-24 and 25-29) - as unemployed - experience	Age-group Sex Registration Prior YG This section of the template serves to understand the targeting approach of the Youth Guarantee (YG) and (indirectly) the quality of the offers proposed. First, the sex, age and labour status profile of young people that entered the YG scheme should be checked against household-based data of young NEETs to verify that the support available is actually reaching those who most in need. For example, the 2014 data template of Portugal shows that the YG attracted primarily young people in the age group 15-24 (59.4% of all entrants), young women (53.1% of all entrants) and youth registered as unemployed with the PES (97% of all entrants). The Labour Force Survey (LFS) data, show that young Portuguese NEETs are mainly in the age group 15-24 (58.9% of all NEETs), mostly women (52.1%) and unemployed (70.2%). Whereas the sex and age profile of YG entrants is aligned to household data, the labour status profile is skewed towards registered unemployed. This means the YG is failing to reach inactive young people (29.8% of all young NEETs) and unregistered unemployed (30% of all unemployed). Second, the share of young entrants with prior YG experience can be used (albeit indirectly) to check the quality of the offers provided. If the share of young entrants with prior YG experience is relatively high, there could be a problem with the type of offers delivered (for example poor matching between the feature of the programme and the characteristics of young people) and/or with the effectiveness of the measures offered (especially if the share of re-entrants in the YG is substantial).
“Stocks” The sheet of the template reports the average annual stock of young people who are still in the YG preparatory phase (i.e. they did not take up an offer) after 4, 6 and 12 month after registration.	(15-19; 20-24 and 25-29)	Age-group Sex Duration This section of the template aims at measuring the time it takes until a young person takes up an offer (i.e. the compliance with the 4 month timeframe established by the Council Recommendation). The analysis is relatively straightforward: one needs to look at differences (if any) in the time it takes to take up an offer across age groups and sex. For example, if women 20-24 are more likely to take up an offer within 4 months compared to young men and to women in the older age-group (and presuming that the sex distribution of entrants is equal), one may wish to check the suitability of available programmes for young men and those in the older age group. The data on stocks is also used to measure the coverage of the YG (i.e. the average annual stock of young people in the YG preparatory phase is benchmarked against the annual average NEET population). This measure, although combining administrative and household based data, gives an indication

of the share of young NEETs who is receiving support. To be analyzed, this indicator needs to be tracked across different years (to check whether coverage is improving or worsening) as well as against the EU average (37.3% in 2014). If the national coverage does not improve over time and/or is below the EU average, this means that the YG scheme is failing to reach its objectives.

Template sheet	Disaggregation	Data analysis
“Exits” This part of the template looks at the outflows of young people from the Youth Guarantee by type of destinations (i.e. the offers of employment, education, apprenticeship and traineeship, subsidized and unsubsidized, which young people receive or find)	• group (15-19; 20-24 and 25-29) • • destination (subsidized or unsubsidized) • destination (unemployment or inactivity) • destination	Age- The data of this part of the template – combined with inflow data and information about the take-up of offers – serves to determine the efficiency of the Youth Guarantee scheme in responding to the needs of young NEETs in a timely manner. Sex Positive The first item to be analyzed is the broad composition of outflows (positive, negative and unknown). If the YG is fulfilling its function, the overwhelming majority of young beneficiaries should be in a positive destination, and the number of those in unemployment or inactivity should be small. If the share of young people in a negative situation is considerable, the programmes on offer are fulfilling their main functions and they will need to be adjusted. Negative Unknown In many instances, the template presents substantial numbers of young people who are in an “unknown” situation. This may happen, for example, when it is not possible to pool the administrative data collected by different public entities (employment, education, social security), or there are delays in the updating of individual records. This may cause individuals to be classified as in an “unknown” destination when in reality they are working or in education or training. Also, some of those classified as “unknown” may be young people who dropped out from a programme. In any case, when the number of young people in an unknown situation is high, it may be worthwhile to contact them to verify their current status. The next step of the analysis is to examine the relative weight of the different positive destinations (i.e. the share of exits in employment, education, traineeship and apprenticeship) by age and sex to understand how targeting mechanisms are functioning. For instance, if the composition of NEETs (household-based data) reveals a predominance of low-skills youth, one would expect to see a fair share of exits into further education and apprenticeship destinations. If conversely, many unemployed youth have no prior work experience, this should be reflected in the share of exits into traineeships. If the NEET situation at national level is determined by a mix of different factors (low skills, limited work experience, low labour demand), exits across destinations would reflect this (due consideration being given to the fact that it may be more difficult to organize a traineeship compared to giving recruitment subsidies to enterprises). The final step of the analysis looks at the relationship between subsidized and unsubsidized offers. This is particularly relevant for the “employment” destination. A high share of young people in an employment destination, most of which are unsubsidized, may point to the relevance of activation services (provided in the YG preparatory phase) for helping young people finding a job. This is for instance the case in Portugal and Latvia. In Portugal, approximately 49% of all exists in 2014 were in employment, of which only 20% were subsidized. Similarly in Latvia, 43.8%

		of all exits were in employment, of which a mere 9% were subsidized. The sustainability of these open market opportunities, however, can be determined only by analyzing follow-up indicators (see next section).
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		Finally, it is necessary to look at the disaggregation of destination by sex and age to see whether there are differences that need to be explained. For example a prevalence of subsidized employment among young men in the age group 25-29 may point to creaming (i.e. selection of those young people most easily placed).
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Template sheet	Disaggregation		Data analysis
“Follow up” This section of the template explores the effectiveness of the offers provided to young NEETs. The data report the labour market status of young people who took up employment, further education, apprenticeship and traineeship offers at 6, 12 and 18 months.	• (15-19; 20-24 and 25-29) • •	Age-group Sex Destination	This final section of the template examines the situation of young people at regular intervals after their exit from the YG preparatory phase, by type of offer received and serve to measure the effectiveness of the offers provided. The first set of data to examine is the overall situation of young people who exit the Youth Guarantee (positive, negative or unknown). If the share of those who are in a negative situation (unemployed or inactive) is relatively high, it will be necessary to check the design of the various types of offers. The figures at follow-up by type of destination allow determining (by comparison) those pathways that are more/less effective for young NEETs. The analysis should focus on follow-up data measured at the 12 month interval (as at the 6 months benchmark many education and apprenticeship programmes are still ongoing) and give due consideration to the multiple objectives of the offers. In order to take into account the multiplicity of programme objectives, one may compare the shares of young people that return to unemployment and inactivity after exit (negative result), rather than focusing on positive outcomes. The more effective offers, therefore, become those that have the lowest share of young beneficiaries in unemployment and inactivity. The 12 month follow up data of Portugal, for instance, show that the share of those unemployed and inactive at follow up is higher for those who took up an offer of education (21.7%) and traineeship (14.2%) compared to those who took up an offer of employment (8.2%) and apprenticeship (6.9%). This fact points to the need to re-examine the further education and traineeship programmes to understand the reasons of poor performance. The final step is to examine sex and age distribution of negative outcomes. In the example of Portugal above, for example, the negative outcomes recorded for further education and traineeship affect more young women compared to young men, but it is particularly evident for young women 25-29 who took up an offer of traineeship. The reasons of why this is so should be researched (poor matching of young women with traineeship opportunities or gender discrimination by employers).

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ANNEX 1: TEMPLATE OF INDICATORS TO ANALYZE THE PERFORMANCE OF THE YOUTH GUARANTEE POLICY PILLARS

KEY REFORMS				
	Aggregate indicators	Performance indicators		Remarks
		Implementation	Results	
EARLY INTERVENTION	- NEET rates (% of the population) by labour market status - Early school leaving rate (18-24); - Share of youth (20-24) with ISCED 3-8; - Share of youth (20-29) with ISCED 0-2 - Employment rates of individuals (20-34) recently graduated (ISCED 3-6), % - Proportion of 30-34 with tertiary educational attainment level (ISCED 5-6), % - Employment-to-population ratios by broad groups of educational attainment - Vertical matching	- Number of participants to early intervention measures - Number of participants completing early intervention measures	- Proportion of participants to early intervention measures who gain a recognized educational qualification - Share of participants who are in employment, education or training at follow-up - Share of employed participants, of which proportion that is vertically matched	The objective of early intervention reforms is to ensure that young people remain at school and acquire the skills they need to find a job and pursue their career. If these reforms are successful, they should results in improved educational attainment and employment indicators and declining early school leaving rates. This in turn, should have an effect on NEET rates. Changes in aggregate indicators can be benchmarked with performance indicators (namely the numbers of young people participating to the interventions and the number of those that after the intervention are still in a positive situation) to verify the extent to which the reforms are actually achieving their intended objectives. This exercise does not determine causality (which can be measured only by impact evaluations), but helps understanding how reforms are progressing.
OUTREACH	NEET rates (% of the population) by labour market status	- Number of participants to outreach measures - Number of participants completing outreach measures	Proportion of participants of outreach measures who registered in the Youth Guarantee (by destination)	The objective of outreach strategies is to ensure that young people who are detached (from the labour market and society) received the support that is available to them under the Youth Guarantee. The progress made by these strategies should be observable in declining NEET rates over time. Changes in this aggregate indicator can be analyzed against the number of young people who receive outreach services and register into the Youth Guarantee. The performance of outreach approaches can also be measured through progression indicators that combine implementation and result indicators (as shown in the preceding column) with YG direct and follow-up indicators.

KEY REFORMS				
	Aggregate indicators	Performance indicators		Remarks
		Implementation	Results	
ACTIVATION	- NEET rates (% of the population) by labour market status - Youth unemployment ratio (15-24 and 25-29) - Youth unemployment rate (15-24 and 25-29) - Employment-to-population ratio (15-24 and 25-29)	- Number of participants to activation measures - Share of youth receiving a quality offer within 4 months	Share of youth who are in a positive destination (employment, education, traineeship or apprenticeship) at follow up (6, 12 and 18 months)	The objective of activation policies is to increase the transition from unemployment and –in the case of the Youth Guarantee – inactivity to employment. The achievement of this objective should result in improving NEET rates, raising employment and declining unemployment. The changes in aggregate indicators can be related to the number of young people who, once registered in the Youth Guarantee, receive activation services and are provided with an offer within the four month timeframe (implementation), and those YG participants who after receiving activation services and having taken up an offer are in a positive situation at follow up. Also here, there is no causality between participation and changes in aggregate indicators.
LABOUR MARKET	- NEET rates (% of the population) by labour market status - Youth unemployment ratio (15-24 and 25-29) - Youth unemployment rate (15-24 and 25-29) - Employment-to-population ratio (15-24 and 25-29) Job quality (vertical matching, type of contract, earnings etc.)	Number of participants to the measures that are part of the reform (or approximate number of young people affected by the reform)	- Share of participants who are employed - Share of employment participants in a quality jobs	The core objective of labour market policy reforms is to promote the quantity and quality of employment opportunities for young people. Their effectiveness is typically measured in terms of changes in youth employment and unemployment over time. In order to check the relation between the specific interventions of the reform and its overall objectives, one can look at the number of individuals affected by the reform (or participants, depending on the type of reform), the share of those who find a job after participating (or being affected) and the proportion of those who are in quality jobs.

EARLY INTERVENTION MEASURES			
Performance indicators		Remarks	Aggregate indicators
Implementation	Results		
• Number of participants to early intervention measures • Number of participants completing early intervention measures	• Proportion of participants to early intervention measures who gain a recognized educational qualification • Share of participants who are in employment, education or training at follow-up • Share of employed participants, of which proportion that is vertically matched	This policy pillar of the Youth Guarantee encompasses both systemic interventions (for examples a change of school curricula) and measures targeting students at risk of school failure. The aim is to ensure that all young people are equipped with the skills they need for life and work while at school. The monitoring of the progress made in this policy area builds on standard implementation and result indicators, or progression indicators that keep track of young people from the moment they participate to support measures at school till they achieve a qualification and enter the labour market. For systemic early intervention measures (like a change of the VET system), the indicators looks at participation (in the new VET courses), results (how many achieve a qualification and are employed). If the scale of early intervention measures is sufficiently large, this should contribute to changes in education and labour market aggregate indicators (see column on the right).	• NEET rates (% of the population) by labour market status • Early school leaving rate (18-24); • Share of youth (20-24) with ISCED 3-8; • Share of youth (20-29) with ISCED 0-2 • Employment rates of individuals (20-34) recently graduated (ISCED 3-6), % • Proportion of 30-34 with tertiary educational attainment level (ISCED 5-6), % • Employment-to-population ratios by broad groups of educational attainment • Vertical matching

OUTREACH			
Performance indicators		Remarks	Aggregate indicators
Implementation	Results		
• Number of participants to outreach measures • Number of participants completing outreach measures	• Proportion of participants to outreach measures who registered in the Youth Guarantee (by destination)	This policy pillar of the Youth Guarantee comprises those interventions aimed at identifying, contacting and engaging young people who are detached (from the labour market and society). The objective is to bring them towards the support that is available within the Youth Guarantee. The progress of these initiatives can be measured by standard implementation indicators, while the intended result is registration into the Youth Guarantee (and from this moment onwards the direct and follow-up indicators of the Youth Guarantee monitoring framework apply). Progression indicators can also be constructed with a view to continuously track participants throughout their integration pathways (from identification to entry in a job). The cumulative effect of outreach measures over time should be observable through changes in the NEET rate (if the scope of the measures is coherent with the numbers of young people who are NEETs and not registered for assistance).	• NEET rates (% of the population) by labour market status

ACTIVATION MEASURES			
Performance indicators		Remarks	Aggregate indicators
Implementation	Results		
Number of participants to activation measures	- Share of youth receiving a quality offer within 4 months - Share of youth who are in a positive destination (employment, education, traineeship or apprenticeship) at follow up (6, 12 and 18 months)	This policy pillar of the Youth Guarantee encompasses all those services young NEETs receive as part of the preparatory phase of the Youth Guarantee and which are geared to increase the transition from unemployment and inactivity to employment and activity. Performance indicators focus on the relation between participation to activation services, exit from the Youth Guarantee preparatory phase and transition to employment (or another YG destination). If activation works this should be observable through increasing share of YG beneficiaries receiving an offer within 4 months and higher shares of youth who are in employment (or education) thereafter. Over time, the provision of effective activation services should contribute to changes in aggregate labour market indicators. These latter in turn, will have an effect on the NEET rate (or at least in the employment count of NEET rates).	- NEET rates (% of the population) by labour market status - Youth unemployment ratio (15-24 and 25-29) - Youth unemployment rate (15-24 and 25-29) - Employment-to-population ratio (15-24 and 25-29)

MEASURES TO SUPPORT LABOUR MARKET INTERGATION ¹				
	Performance indicators		Remarks	Aggregate indicators
	Implementation	Results		
EMPLOYMENT	- Number of young people participating to the programme - Number of participants completing the programme	- Share of youth who are in a positive destination (employment, education, traineeship or apprenticeship) at follow up (6, 12 and 18 months), of which - Proportion who are in employment, of which - Proportion of participants who are in quality employment (type of contract, vertical matching, earnings, etc.)	The indicators that measure the effectiveness of the employment offers provided to young beneficiaries of the YG combine standard implementation indicators (participation and completion as defined by the ESF and YEI framework) and the follow-up indicators of the EMCO indicator framework (enriched by the job quality measures of the YEI monitoring system). Monitoring focuses on the relation between participation to employment programmes and transition to employment (or another YG destination). If employment offers works as expected, this should be observable through increasing share of YG beneficiaries who are in employment thereafter. Over time, the provision of effective employment offers should contribute to changes in aggregate labour market indicators. These latter in turn, will have an effect on the NEET rate (or at least in the employment count of NEET rates).	- NEET rates (% of the population) by labour market status - Youth unemployment ratio (15-24 and 25-29) - Youth unemployment rate (15-24 and 25-29) - Employment-to-population ratio (15-24 and 25-29)
FURTHER EDUCATION	- Number of young people participating to the programme - Number of participants completing the programme	- Number of participants achieving a recognized qualification - Share of youth who are in a positive destination (employment, education, traineeship or apprenticeship) at follow up (6, 12 and 18 months) For those who are in employment - Proportion of participants who are in quality employment (type of contract, vertical matching, earnings, etc.)	The indicators that measure the relevance of the further education and training offers provided to young beneficiaries of the YG combine standard implementation indicators (participation and completion as defined by the ESF and YEI framework), indicators geared to measure the attainment of higher education qualifications (one of the objective of education offers) and the follow-up indicators of the EMCO indicator framework. Monitoring focuses on the relation between participation to further education schemes and transition to positive YG destinations (employment or further education). If further education offers are successful in attaining the key objectives, this should contribute to changes in aggregate education and labour market indicators. These latter in turn, will have an effect on the NEET rate.	- NEET rates (% of the population) by labour market status - Share of youth (20-24) with ISCED 3-8; - Share of youth (20-29) with ISCED 0-2 - Employment-to-population ratios by broad groups of educational attainment - Vertical matching

¹ This policy pillar of the Youth Guarantee comprises all those employment, further education, apprenticeship and traineeship programmes aimed at helping young people to exit their NEET situation.

MEASURES TO SUPPORT LABOUR MARKET INTERGATION				
	Performance indicators		Remarks	Aggregate indicators
	Implementation	Results		
APPRENTICESHIP	- Number of young people participating to the programme - Number of participants completing the programme	- Number of participants achieving a recognized qualification - Share of youth who are in a positive destination (employment, education, traineeship or apprenticeship) at follow up (6, 12 and 18 months) For those who are in employment - Proportion of participants who are in quality employment (type of contract, vertical matching, earnings, etc.)	The indicators that measure the relevance of apprenticeship offers combine standard implementation indicators (participation and completion as defined by the ESF and YEI framework), indicators geared to measure the attainment of educational and professional qualifications (the objectives of apprenticeship offers) and the follow-up indicators of the EMCO indicator framework. Monitoring focuses on the relation between participation to apprenticeship and transition to positive YG destinations (and especially employment). If apprenticeship offers are successful in attaining their key objectives, this should contribute to changes in aggregate education and labour market indicators. These latter in turn, will have an effect on the NEET rate.	- NEET rates (% of the population) by labour market status - Share of youth (20-24) with ISCED 3-8; - Share of youth (20-29) with ISCED 0-2 - Employment-to-population ratios by broad groups of educational attainment - Vertical matching
TRAINEESHIP	- Number of young people participating to the programme - Number of participants completing the programme	- Share of youth who are in a positive destination (employment, education, traineeship or apprenticeship) at follow up (6, 12 and 18 months), of which - Proportion of participants in employment, of which - Proportion that is in quality employment (type of contract, vertical matching, earnings, etc.)	The indicators to measure the performance of traineeship offers combine standard implementation indicators (participation and completion as defined by the ESF and YEI framework) and the follow-up indicators of the EMCO indicator framework (enriched by the job quality measures of the YEI monitoring system). Monitoring focuses on the relation between participation to traineeship schemes and transition to employment (or another YG destination). If traineeship offers provide young YG beneficiaries with the work experience required by employers, this should be observable through increasing employment (and declining unemployment). Over time, traineeship schemes should contribute to changes in aggregate labour market indicators. These latter in turn, will have an effect on the NEET rate (or at least in the employment count of NEET rates).	- NEET rates (% of the population) by labour market status - Youth unemployment ratio (15-24 and 25-29) - Youth unemployment rate (15-24 and 25-29) - Employment-to-population ratio (15-24 and 25-29)

ANNEX 2: SUMMARY TABLE OF EU INDICATORS FOR MONITORING THE YOUTH GUARANTEE

Indicator framework to monitor the YG	Aggregate, macroeconomic indicators	NEET rate (% of population)	By sex and age group (15-24 and 25-29)
		NEET rate 15-24 by labour market status (% of population 15-24)	By sex, unemployed and inactive (not in education and training)
		Employment-to-population ratio (%), 15-24 and 25-29	By sex and age group
		Youth unemployment rate (%), 15-24	By sex
		Youth unemployment ratio (%), 15-24	By sex
		Youth unemployment ratio (15-24) to adult unemployment ratio (25-74)	None
		Youth (20-24) educational attainment level (ISCED 3 and over), %	By sex, by educational attainment (ISCED Level 3-4 and 5-8)
		Employment rates of individuals (20-34) recently graduated (ISCED 3-6), %	By sex, educational attainment (ISCED Level 3-4 and 5-8)
		Proportion of 20-29 with low educational attainment level (ISCED 0-2), %	By sex
		Proportion of 30-34 with tertiary educational attainment level (ISCED 5-6), %	By sex
		Early leavers (18-24), %	By sex

Source	Type	Indicator statement	Disaggregation
Indicator framework to monitor the YG	Implementation (output/process)	Proportion of young people in the YG service beyond the 4 month target, % (inflow/outflow YG service)	<u>Inflows</u> : by sex, age-group (15-24; 25-29), labour market status, educational attainment (ISCED Levels), prior YG experience, individual disadvantage; <u>Outflow</u> : by type of offer (employment, education/training, apprenticeship, traineeships), type of outcome (positive/negative), within 4,6 or 12 months.
		Positive and timely exit from YG service (%)	By personal characteristics (sex, age group, labour market status, educational attainment, prior YG experience, individual disadvantage) and type of positive outcome (employment, education/training, apprenticeship or traineeship)
		Coverage of YG (%)	By sex, age-group (15-24; 25-29), labour market status, educational attainment (ISCED groups)
	Result (outcome)	Situation of young YG clients after exiting the YG service (at 6, 12 and 18 months interval), %	By personal characteristics (sex, age group, labour market status, educational attainment, prior YG experience; individual disadvantage); By outcome i) positive outcome status (employment, education/training, apprenticeship, traineeship), ii) negative outcome status (unemployed or inactive) and iii) unknown status. Timeframe : 6, 12 and 18 month after exit
		Situation of young YG clients after exiting the YG service (at 6, 12 and 18 months interval), by type of offer, %	By personal characteristics (sex, age group, labour market status, educational attainment, prior YG experience; individual disadvantage); By type of offer (employment, education/training apprenticeship and traineeship). By outcome i) positive outcome status (employment, education/training, apprenticeship, traineeship), ii) negative outcome status (unemployed or inactive) and iii) unknown status. Timeframe : 6, 12 and 18 month after exit

Source	Type	Indicator statement	Disaggregation
European Social Fund and Youth Employment Intervention	Output (implementation of process)	Number of participants by individual characteristics and type of action (annual average)	By personal characteristics ▪ <u>Sex and age group</u>: 15-19; 20-24; (and 25-29 in Portugal). <u>Labour market status</u>: i) unemployed (of whom registered unemployed and long-term unemployed); and ii) inactive, not in education or training. ▪ <u>Educational attainment</u>: by ISCED groups ▪ <u>Youth from rural areas</u>: young people residing in thinly populated areas ▪ <u>Migrants, people with a foreign background, minorities</u> ▪ <u>Persons with disability</u> ▪ <u>Living in a jobless household</u> ▪ <u>Living in a single adult household with dependent children</u>: <u>Other disadvantage</u>: other factors affecting labour market outcomes (ex-offenders, people at risk of poverty or social exclusion, substance abusers, homeless persons). By type of intervention ▪ <u>Employment and self-employment</u> ▪ <u>Continued education and training</u> ▪ <u>Traineeship</u> ▪ <u>Apprenticeship</u>
		Number of participants who complete a YG-supported intervention (annual average)	By personal characteristics and type of intervention, as above Completion refers to regular attendance till the scheduled end of the programme

Source	Type	Indicator statement	Disaggregation
European Social Fund and Youth Employment Intervention	Result (outcome)	Participants situation upon leaving the YG intervention, % (short-term)	By personal characteristics ▪ <u>Sex and age group</u>: 15-19; 20-24; (and 25-29 in Portugal). ▪ <u>Labour market status</u>: i) unemployed (of whom registered unemployed and long-term unemployed); and ii) inactive, not in education or training. ▪ <u>Educational attainment</u>: by ISCED groups ▪ <u>Youth from rural areas</u>: young people residing in thinly populated areas ▪ <u>Migrants, people with a foreign background, minorities</u> ▪ <u>Persons with disability</u> ▪ <u>Living in a jobless household</u> ▪ <u>Living in a single adult household with dependent children</u>: ▪ <u>Other disadvantage</u>: other factors affecting labour market outcomes (ex-offenders, people at risk of poverty or social exclusion, substance abusers, homeless persons). By type of intervention ▪ <u>Employment and self-employment</u> ▪ <u>Continued education and training</u> ▪ <u>Traineeship</u> ▪ <u>Apprenticeship</u> By labour market statuses upon leaving ▪ <u>In employment or self-employment</u> ▪ <u>Job searching</u> ▪ <u>Education or training</u>

			■	<u>Gained a qualification</u>
		Participants situation 6 month after leaving the YG intervention, % (longer-term)	By personal characteristics, type of intervention and labour market status, as above	